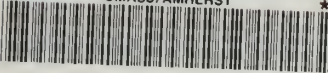


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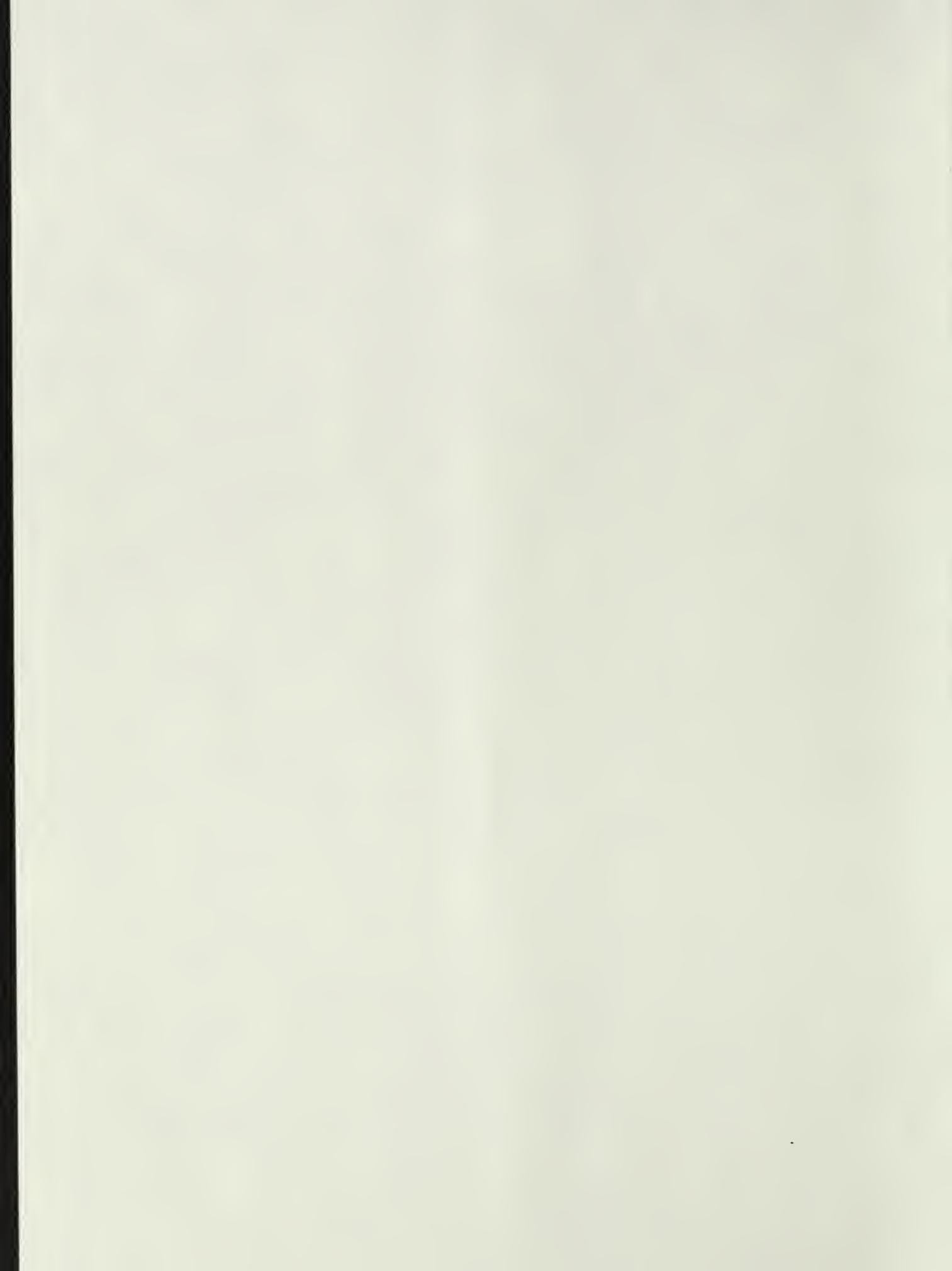


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MASSACHUSETTS DEPARTMENT OF PUBLIC WELFARE

STATE ADVISORY BOARD

*#570*

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ANNUAL REPORT

NOVEMBER 1971

DAVID M. AUSTIN, Ph.D.  
CHAIRMAN



The State Advisory Board of the Department of Public Welfare has met eleven times during the year beginning November, 1970, each month except in August. The Advisory Board in November, 1970 consisted of fifteen members appointed by the Governor under the provisions of Chapter 885. There have been the following changes in membership during this year.

1. Mrs. Lillian Bird of Lynn was unable to participate in the work of the Board following her original appointment. She was replaced by Mrs. Linda Winchell, a member of the Lynn Community Service Center Advisory Board.
2. Mr. Michael Murphy of Worcester resigned because of ill health. Mrs. Mary Dietz of Quincy has been appointed as a replacement.
3. Dr. Charles Bonner resigned from the Board because of the press of other responsibilities. Dr. Orlando Lightfoot has been appointed as a replacement.

During the past year the Board has had the fullest cooperation of the staff of the Department of Public Welfare. Commissioner Minter has met regularly with the Board at its meetings. Mr. Robert Curran, Deputy Commissioner, the Assistant Commissioners and other members of the staff have met with the Board to discuss specific issues for which they have responsibility. Mrs. Ione Willis, Chief Administrative Assistant to the Commissioner, has provided unusually competent assistance to the Chairman, and to the Board as staff consultant to the Board.



The past year has been a period of bitter public controversy over public welfare programs in Massachusetts, and in other states throughout the United States. It has also been a period of rapid change within the Welfare Department, the details of which are set forth in the annual report of the Department. Many of the factors affecting public welfare lie outside the control of the Department - changes in federal laws and regulations, cost increases in medical care approved by the Rate Setting Board, rising costs of rent and food, and rising unemployment rates.

During this period the Board has considered a number of critical issues involving those policies and programs over which the Department has control. Of particular importance are four areas:

The flat grant policy.

The administration of Medicaid.

Community Service Centers.

The Report of the Legislative Investigating Commission.

#### The Flat Grant Policy

The flat grant policy adopted in September, 1970, eliminated most categories of "special needs" allowances for households receiving AFDC grants and substituted a quarterly payment to all AFDC recipients based solely on the number of persons in the household. At the time this policy was announced by the Governor he requested a review of the effects of the policy by the State Advisory Board. During 1970-1971 the Advisory Board held one public hearing and received additional information from a number of individuals and organizations about the consequences of this policy.



Two research studies carried out by the United Community Services of Metropolitan Boston were made available to members of the Board.

In May, 1971, the Board submitted a report to Governor Sargent, Commissioner Minter, and the presiding officers of both houses of the General Court. The report contained the following major recommendations:

1. That the flat grant policy be continued, including the pattern of quarterly payments, and the Hardship Fund, but that it not be extended to OAA or DA households.
2. That the basic grant for AFDC households be increased on a cost-of-living basis consistent with the policy established by the Legislature for persons receiving Old Age Assistance. Legislation for this purpose is attached. (see attachment II) Funds for this purpose should be included in the Governor's budget for 1972-73.
3. That changes be made in the procedures covering the Hardship Fund to establish consistent policies throughout the State and to provide factual information to recipients.

That report has been considered by members of the Governor's staff and by the Commissioner and the intent of the recommendations has been endorsed by them. The flat grant policy has been continued. However there has been no action to implement the specific points covered in Recommendations Nos. 2 and 3. As a result a household of four persons receiving AFDC now has a basic standard grant of \$247.70 a month together with a monthly average of \$34.87 through the quarterly flat grant payment, for a total of \$282.57 while two persons in a household receiving Old Age Assistance have a basic standard grant of \$280.00, plus the availability of "special need" allowances. (A table showing the comparative level of present grants under all programs is attached to this report.) It is now evident that the adoption of the flat grant policy has resulted in a de facto "freeze" in the level of AFDC grants



for the past eighteen months, contrary to the provisions of Chapters 658 and 885 which require an 'adequate' standard of assistance and an annual review of budget standards.

The Department has yet to complete its proposals for modifications in the procedures for the Hardship Fund. It can be anticipated that any increase in rental costs or in costs of heating fuels this winter will be accompanied by a sharp increase in the number of hardship situations caused by rent arrearages and fuel cutoffs.

#### Medicaid Administration

In January, 1970, a sub-committee of the Board was appointed under the chairmanship of Mr. James Lowell, II, to consider issues in the administrative aspects of Medicaid. This committee has worked closely with Dr. James Callahan, Assistant Commissioner for Medical Assistance and Mr. James Boland of the Department staff. During the spring of 1971 the sub-committee reviewed the application and eligibility procedures for Medicaid, the quality control procedures initiated by the Department to identify areas of administrative difficulty, and the procedures for fraud investigation and prosecution.

Recognizing that investigation and prosecution of deliberate fraud on the part of recipients, vendors, or department staff is essential the Advisory Board adopted in May the recommendations of the sub-committee as follows:

1. That the number of investigators for the fraud unit be increased from fourteen to twenty-one.



2. That responsibility for fraud investigation be retained within the Department.
3. That a Technical Assistance Panel be appointed to assist the work of the fraud unit.

As a result of recommendations by the Legislative Investigating Committee and the Governor, legislation has been passed by the General Court to establish a fraud investigation unit within the Department of Administration and Finance, under the joint supervision of the Commissioner of Public Welfare, the Attorney-General and the Comptroller. The Advisory Board has not opposed this proposal, but it has recommended, based on the work of its sub-committee, that at least one person who is not an administrative officer of state government be appointed to the supervisory Commission under which the fraud investigation unit would operate.

The sub-committee has begun a review of the quarterly reports from the Quality Control unit and will report to the Board during the coming year on its findings.

#### Community Service Centers

A major objective in adopting state-wide administration under Chapter 658 was to reduce the number of administrative units throughout the state, which then numbered some 240, and to establish a Community Service Center in each of the service areas of the Department to which citizens could come, both for financial assistance and for social services. Under Chapter 885 the State Advisory Board was assigned responsibilities in the development of the state-wide network of Community Service Centers, and this has been a particular concern of the Board during the past year.



Important steps have been taken during the year. By May, 1971, the number of local administrative units had been reduced to 176. By October 1, 1971 there had been further consolidations, reducing the number to 159. It is the present expectation of the Department that by September, 1972, there will be about 100 Welfare Service Offices throughout the State.

By the fall of 1970 six Community Service Centers had been established in major urban areas outside Boston: Worcester, Fall River, Quincy, Lynn, Cambridge, Springfield. By September, 1971, each of these Centers had a Community Service Center Advisory Board. Four Community Service Center districts within the city of Boston had been approved by the Advisory Board, and a preliminary list of locations for ten additional centers throughout the state had been approved by the Board.

In June, 1971, the Chairman of the State Advisory Board met with chairmen of the local Service Center Advisory Boards and Service Center Directors to receive information about their concerns. Periodic reports have been sent by the Chairman to local advisory boards on the activities of the State Advisory Board. In September, 1971, a sub-committee of the Advisory Board was appointed, chaired by Mrs. Eleanor Searle, to consider issues related to the future development of Community Service Centers, and the relation of the State Advisory Board to local advisory boards.

Although there have been promising steps taken during the past year, there are serious barriers to the continued development of Community Service Centers as called for in Chapter 658. The establishment of each Community Service Center requires specific legislative and administrative



action to authorize four administrative positions. In the twenty-four positions involved in the first six centers two permanent civil service positions, and twenty-two temporary positions, were authorized. For the four centers planned for Boston sixteen additional temporary positions were authorized. However, in the budget approved for 1971-1972 the General Court refused to change the temporary positions in existing centers to permanent positions and rejected the proposed positions for the ten additional Centers.

This action effectively blocks further development of Community Service Centers. The Department is reviewing the implications of this situation together with recommendations for carrying out the separation of assistance payments and social services in Welfare Service Offices as required under federal regulations. The Board sub-committee on Community Service Centers and the full Board will give major attention to this subject during the coming year.

#### The Report of the Investigating Committee

The General Court in the spring of 1970 authorized a Joint Committee to Investigate Welfare under the chairmanship of Senator Robert Cawley and Representative John Desmond. In June, 1971 the Committee released an Interim Report together with certain legislative proposals. Among the proposals were those for a one year's residency requirement, changes in General Assistance regulations, and the establishment of a fraud investigation unit in the office of the State Auditor. The report dealt with a number of administrative problems and cited individual case situations in which



there was alleged fraud or in which bad judgement on the part of Department staff was charged. Many of the cases and situations cited occurred before the appointment of Commissioner Minter, and little attention was given in the report to those steps which had been taken to correct the problems cited.

In July the House Ways and Means Committee held a public hearing on the legislative proposals of the Investigating Committee. At that hearing the Advisory Board was represented by Chairman, and by Board members, Dean Don K. Price of Harvard University, and Mrs. Roberta Grant of the Massachusetts Welfare Rights Organization. Based on previous action by the Board testimony was presented in opposition to the residency requirement, to the proposal for a fraud unit in the Auditor's Office, and to certain of the proposed changes in General Assistance.

The legislature has given careful consideration to the various proposals made. The residency requirement was declared unconstitutional by the State Supreme Court. A requirement that "employable" General Assistance recipients must pick up their bi-monthly checks at the Division of Employment Security offices was added to the budget legislation. A proposal to strike \$50,000,000 from the budget for Medicaid by restricting the services offered under the program was withdrawn after the Governor stated his opposition. A modified version of the proposal to create an expanded fraud investigation unit has received legislative approval as have other parts of the Investigating Committee recommendations.



There was public pressure earlier this year for Massachusetts to follow the rhetoric of the Governors of California and New York with regressive policies and cuts in assistance grants. The public debate during the last several months however has helped to clarify several points:

1. Improved administration will require a more adequate budget for experienced personnel for middle management positions.
2. Substantial improvements in administration have already been put into effect in the Department of Public Welfare.
3. Efforts to reduce costs by excluding certain classes of citizens from eligibility are unjust and, under the provisions of the Massachusetts and United States constitutions, are illegal.
4. Long-term financial relief from the costs of public assistance depends almost entirely on the economic policies of the United States government, and on the adoption of an adequate program of federalized public assistance.
5. Sweeping slashes in assistance levels or coverage will be harmful to those citizens who are in desperate need and entitled to assistance under Massachusetts law and are not likely to effect the small number of persons who may be guilty of deliberate fraud.

#### MEDICAID COSTS

Under Chapter 885 the State Advisory Board is specifically charged with making recommendations on methods to reduce the costs of the Medicaid program.

The preceding report has already referred to the sub-committee on Medicaid administration. The board has endorsed the recommendations of this sub-committee for the continuing use of quality control procedures and for an expanded fraud investigation unit.



For the third year in a row there has been almost no change in the average monthly caseload of persons receiving Medical Assistance. The trend in medical care cost, however is consistently up:

| <u>Average per payment</u>                     | <u>Year ending December, 1970</u> | <u>January, 1971</u> | <u>June, 1971</u> |
|------------------------------------------------|-----------------------------------|----------------------|-------------------|
| All MA Payments                                | 97.01                             | 109.40               | 121.73            |
| Persons also receiving<br>categorical payments | 69.23                             | 78.38                | 80.59             |
| Medicaid Only                                  | 122.92                            | 140.81               | 165.31            |

Any substantial control of Medicaid costs depends on controlling the rising level of medical care costs, costs which are not under the control of the Department, nor of the recipient. Dr. James Callahan, Assistant Commissioner for Medical Care, has prepared a series of recommendations on this subject which have been presented in testimony to the Rate Setting Board. These recommendations are summarized in the annual Report of the Medical Assistance Division as follows:

1. Establishment of a master State planning agency to control development of health facilities and programs.
2. A moratorium on construction of any new or additional health facilities pending review by the master health planning agency.
3. Establishment of prospective and/or per capita methods of reimbursement to replace the present "reasonable cost" method.
4. Creation of new types of delivery systems such as pre-paid health plans.
5. Strengthening all State agencies in the health field by conferring necessary authority and providing sufficient staff to accomplish their objectives.



General Observations

There have been a number of important developments this year which reflect not only public concern about public welfare but also increased awareness of the seriousness and complexity of the issues. Commissioner Minter has received widespread public support for his initiative in bringing about a steady series of improvements in the administration of the Department even while responding to crisis situations and to the demands of a complex legislative process.

The professional and clerical staff of the Department have operated under almost impossible pressures this year. In a number of offices they have worked under the constant observation of staff members of the Auditor's Office and the Investigating Committee. They have been publicly blamed for all of the administrative and organizational problems of the Department and threatened with punitive legislation. Proposals to take care of long standing salary inequities have been repeatedly postponed by the Legislature. There have been a rapid succession of administrative and policy changes and personnel shifts which have disrupted established work procedures. There has been a protracted period of union negotiation over critical issues of work load standards. The proposal for future federal administration of public welfare has raised the possibility of future staff cutbacks in the Department. Yet, the staff has successfully carried out a number of difficult assignments including the first complete eligibility review of all cases, preparation of special payrolls for 11,000 "employable" General Assistance recipients, and the re-calculation of all OAA and DA grants.



Governor Sargent has taken a position of national leadership in proposing major amendments to H.R. 1, the Administration's proposals for federal welfare reform. These amendments would provide important protections for recipients and bring substantial tax relief to the citizens of Massachusetts. Speaker of the House David Bartley carried out a significant study of past efforts to develop Electronic Data Processing in the Department of Public Welfare and made important recommendations for future developments in this area.

Several important developments have occurred during the year in the area of planning for social services. The Commission on Child Abuse and the Commission on Adoptions and Foster Care have each submitted a detailed report calling for improvements in present programs. The Department has worked closely with the New England Child Care Association to develop improved standards for child care institutions. Legislative approval has been given to a plan for the use of Donated Funds, from United Funds and other similar voluntary fund raising groups, which will be matched 3 for 1 by federal funds to expand social services throughout the Commonwealth. Demonstration programs in social services in Grove Hall and New Bedford have received federal funding.

This year also brought the establishment of the Welfare Council, an organization of individuals and organizations interested in improving public welfare policies and programs in Massachusetts. Mr. Arthur Cartland has agreed to serve as its first Chairman and Dr. Richard Rowland has been appointed Executive Director.



The State Advisory Board in the coming year will continue to be concerned with issues in administration, with the development of community service programs, and, in particular, with possible improvements in the program of General Assistance. Yet it must be recognized that no program of public welfare in the United States has ever provided an "adequate" standard of assistance for families, that the state and federal policies under which welfare programs are administered are inherently punitive and discriminatory, and that they have often contributed directly to the deterioration of families and of central city neighborhoods. Until there is a major, long-term change in the approach to public welfare at the national level, public welfare in Massachusetts even with administrative and fiscal improvements will continue to fail in its most important responsibility - to meet the needs of citizens of the Commonwealth who are in distress with decency and fairness.



ATTACHMENT I

LEVELS OF ASSISTANCE GRANTS



# MASSACHUSETTS DEPARTMENT OF PUBLIC WELFARE

## COMPARATIVE CHANGES IN ASSISTANCE GRANTS ON FEDERAL CATEGORIES AND GR

|                                                         | <u>April 1970</u> | <u>Quarterly<br/>Allowance</u> | <u>October<br/>1970</u> | <u>Quarterly<br/>Allowance</u> | <u>September<br/>1971</u> | <u>Quarterly<br/>Allowance</u> |
|---------------------------------------------------------|-------------------|--------------------------------|-------------------------|--------------------------------|---------------------------|--------------------------------|
| AFDC Mother and<br>three children<br>under six          | 247.70            | none                           | 247.70                  | 104.60                         | 247.70                    | 104.60                         |
| AFDC Mother and Father<br>and two children<br>under six | 265.90            | none                           | 265.90                  | 104.60                         | 265.90                    | 104.60                         |
| x OAA<br>two adults                                     | 246.60            | --                             | 246.60                  | --                             | 280.00                    | --                             |
| GR - 2 adults<br># 2 children<br>under six              | 260.10            | --                             | 260.10                  | --                             | 260.10                    | --                             |
| DA<br>x two<br>adults                                   | 240.60            | --                             | 240.60                  | --                             | 262.60                    | --                             |

x These households can receive special need grant covering a variety of situations.

# GR recipients special need grants are limited to fire, flood, or other major disaster for the replacement of necessary items for individuals and families in accordance with existing Department guidelines, and approved by WSO Director.

a. No rental exceptions are included (just basic rental allowance).

b. Above basic grants exclude insurance since this would vary widely from case to case.

c. In AFDC only change is in quarterly flat grant effective September 1970.  
OAA and DA increases will be effective 7/1/71 with release of State Letter #282.

d. The amount shown as quarterly payment is the amount paid to the recipient four (4) times annually.

### Summary:

AFDC ) No change in basic grant.

AFDC-U) Special needs replaced by flat grant amounting to \$34.87 a month for a family of four.

OAA Basic grant has increased 14%. No change in special needs.

DA Basic grant has increased 9%. No change in special needs.

GR No change in basic grant. Special needs have been cut back.



ATTACHMENT II

PROPOSED LEGISLATION



AN ACT TO PROVIDE A COST OF LIVING ADJUSTMENT IN THE AID TO FAMILIES WITH  
DEPENDENT CHILDREN AND GENERAL RELIEF CATEGORIES

Since there is no provision in Chapter 118 or Chapter 117 for a cost of living adjustment, recipients of AFDC and General Relief are required to lower their standard of living as the cost of living increases.

Failure to include a cost of living adjustment in AFDC and General Relief has not permitted its recipients to keep pace with inflation. It has resulted in increasing evictions, utility shut-offs, etc., as rents have increased and heating costs have been upped.

Federal regulations provide that the determination of need and the amount of assistance will be made on an objective basis. AFDC and General Relief recipients now receive less in assistance than the U.S. Department of Labor has determined to be necessary for even a low standard of living.

It is recommended that a cost of living adjustment provision be added to Chapter 118 and Chapter 117.

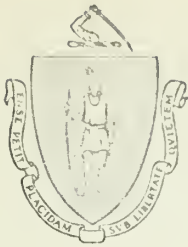
AN ACT TO PROVIDE A COST OF LIVING ADJUSTMENT IN THE DISABILITY ASSISTANCE CATEGORY

Chapter 118A now provides a cost of living adjustment in Old Age Assistance. Eligibility for OAA begins at sixty-five years of age. Inflation places a burden upon individuals who have not yet reached their sixty-fifth birthday just as severe as for those who have. By setting the sixty-fifth birthday as the date upon which the amount of assistance a person receives can be increased is arbitrary and cannot be justified.

By not providing a cost of living adjustment in Disability Assistance, recipients of that category are being forced to lower their standard of living constantly since it is impossible for their grant to keep pace with their increasing expenses. Since they are disabled, these recipients cannot help themselves financially in any way. Since most are single adults between forty-five and sixty-four years of age, they do not have the family resources available as to OAA recipients who have had children.

It is recommended that a cost of living provision be included in Chapter 118D.





# The Commonwealth of Massachusetts

IN THE YEAR ONE THOUSAND NINE HUNDRED AND SEVENTY- ONE

## AN ACT PROVIDING FOR ADJUSTMENTS OF BUDGETARY STANDARDS UNDER THE AID TO FAMILIES WITH DEPENDENT CHILDREN LAW, SO-CALLED.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

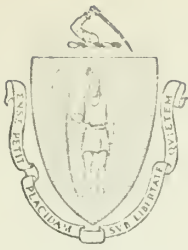
~~SECTION 1.~~ Chapter 118 of the General Laws is hereby amended by inserting at the end of section 2 the following paragraph: - The department shall forthwith after this paragraph becomes effective, keep informed as to changes in the cost of living as shown by the monthly United States Consumer Price Index. If such monthly statistics show an over-all increase or decrease in the cost of living of three per cent or more since June, 1971. the department shall immediately increase or decrease the total budget of each recipient by the same proportion to become effective on the first day of the month next following the end of thirty days from the date of said three per cent or more over-all increase or decrease in the cost of living. After the first such change, the department shall secure such statistics every month and proceed in the manner aforesaid. Notwithstanding any provisions of this chapter to the contrary, the department of public welfare

NOTE. - Use ONE side of paper ONLY. DOUBLE SPACE. Insert additional leaves, if necessary. Dates and numbers (except the section numbers of this bill) should be written in words.



shall at all times provide adequate standards of assistance and shall, from time to time, increase the budgetary requirements to maintain such adequate standards.





# The Commonwealth of Massachusetts

IN THE YEAR ONE THOUSAND NINE HUNDRED AND SEVENTY-ONE

## AN ACT PROVIDING FOR ADJUSTMENTS OF BUDGETARY STANDARDS UNDER THE ASSISTANCE TO DISABLED PERSONS LAW, SO-CALLED, AND UNDER THE SO-CALLED GENERAL RELIEF LAW, CHAPTER 117.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

SECTION 1. Chapter 118D of the General Laws is hereby amended by inserting at the end of section 1 the following paragraph: - The department shall forthwith after this paragraph becomes effective, keep informed as to changes in the cost of living as shown by the monthly United States Consumer Price Index. If such monthly statistics show an over-all increase or decrease in the cost of living of three per cent or more since June, 1971, the department shall immediately increase or decrease the total budget of each recipient by the same proportion to become effective on the first day of the month next following the end of thirty days from the date of said three per cent or more over-all increase or decrease in the cost of living. After the first such change, the department shall secure such statistics every month and proceed in the manner aforesaid. Notwithstanding any provisions of this chapter to the contrary, the department of public welfare

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shall at all times provide adequate standards of assistance and shall, from time to time, increase the budgetary requirements to maintain such adequate standards. The provisions of this paragraph shall not apply in the case of inmates of boarding homes or institutions who are receiving assistance under this chapter.

SECTION 2. Section 1 of Chapter 117 of the General Laws as appearing in Chapter 908 of the Acts of 1971 is hereby amended by inserting at the end of section 1 the following paragraph: - The department shall forthwith after this paragraph becomes effective, keep informed as to changes in the cost of living as shown by the monthly United States Consumer Price Index. If such monthly statistics show an over-all increase or decrease in the cost of living of three per cent or more since June, 1971, the department shall immediately increase or decrease the total budget of each recipient by the same proportion to become effective on the first day of the month next following the end of thirty days from the date of said three per cent or more over-all increase or decrease in the cost of living. After the first such change, the department shall secure such statistics every month and proceed in the manner aforesaid. Notwithstanding any provisions of this chapter to the contrary, the department of public welfare shall at all times provide adequate standards of assistance and shall, from time to time increase the budgetary requirements to maintain such adequate standards. The provisions of this paragraph shall not apply in the case of inmates of boarding homes or institutions who are receiving assistance under this chapter.



ATTACHMENT III

MEMBERS OF THE STATE ADVISORY BOARD

as of

NOVEMBER 1, 1971



STATE PUBLIC WELFARE ADVISORY BOARD

David M. Austin, Ph.D. (Chairman)  
Florence Heller School for Advanced  
Studies in Social Welfare  
Brandeis University  
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Mr. Joseph Freedman  
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Mrs. Roberta Grant  
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Most Reverend Timothy Harrington  
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Mr. Ernest Henderson  
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Mr. Ronald Henderson  
122 Doane Street  
Quincy, Mass 02169  
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Mrs. Arleen LaRoche  
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Mr. William L. Plante, Jr.  
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Dean Don K. Price  
Kennedy School of Government  
Littauer Center 121  
Harvard University  
Cambridge, Mass. 02138

Mrs. Campbell Searle  
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Mrs. Linda Winchell  
66 Vine Street  
Lynn, Mass.  
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# STATE ADVISORY BOARD

MASSACHUSETTS DEPARTMENT OF PUBLIC WELFARE



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Division of Public Welfare

## 1976 ANNUAL REPORT

FRANK E. A. SANDER

CHAIRMAN

PUBLIC DOCUMENT NO. 9290  
APPROVED BY ALFRED C. HOLLAND,  
STATE PURCHASING AGENT,



STATE ADVISORY BOARD

MASSACHUSETTS DEPARTMENT OF PUBLIC WELFARE

1976 ANNUAL REPORT

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FRANK E. A. SANDER

CHAIRMAN

STATE ADVISORY BOARD

Membership - 1976

Frank E. A. Sander, Chairman  
Harvard Law School  
Harvard University  
Cambridge, Mass. 02138  
(Residence: Cambridge)

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Joseph Freedman\*\*  
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Stanley Gawle, Director  
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Thomas Wojtkowski  
House Ways and Means Committee  
Legal Counsel  
State House - Room 247  
Boston, Mass. 02133  
(Residence: Pittsfield)

- \* Resigned February, 1976  
\*\* Resigned August, 1976  
\*\*\* Resigned May, 1976



# *The Commonwealth of Massachusetts*

## **State Advisory Board**

*Department of Public Welfare  
600 Washington Street  
Boston, Massachusetts 02111*

FRANK E. A. SANDER  
*Chairman*

December 1, 1976

TO: Governor Michael S. Dukakis and the Members of the General Court

In accordance with the requirements of Chapter 18 of the General Laws, the State Advisory Board to the Department of Public Welfare herewith submits its annual report.

A central concern of the Board during this past year has been to activate the system of local citizen advisory boards contemplated by state law. Chapter 18, in addition to mandating a State Advisory Board, also provides for a local advisory board for each of the 38 community service area offices around the Commonwealth. The State Board has the statutory responsibility of approving the nominees proposed for the local boards.

Unfortunately prior to 1976 only a handful of these local boards were in existence. With the assistance of the Department, the State Board, functioning through its Committee on Local Boards, has developed a procedure for setting up steering committees looking towards the creation of local boards where none existed previously. As of this writing, about three-fourths of the mandated boards are in operation, and we anticipate that within the next few months all 38 boards will be in place. Once this process is completed there will exist around the Commonwealth more than 1000 citizens who eventually will become knowledgeable about the work of the Department. This appears to us to represent an excellent opportunity for widespread citizen oversight of the work of this important department, which now makes assistance payments or renders social or medical services to approximately 700,000 individuals, entailing an expenditure of approximately \$1.4 billion (about one-half of which is subject to federal reimbursement).

With the near completion of this citizen network, we are beginning to turn our attention to ways of making it more effective. Many of the local boards have special local concerns, such as aiding in the selection of a director of the local CSA office or monitoring the provision of contracted services provided to individuals in the community service area affected. But on many other issues--the budget, state legislation, the organization and operation of the department--the State Board and the local boards must work effectively together if they are to achieve significant results. To this end, we have already had a day-long conference of the members of the State



Board and the chairpersons of the local boards. Next spring we are planning a follow-up conference involving all members of the state and local boards.

The appended report gives several examples of the potential for effective collaboration between the state and local boards. When the Department sought to consolidate a number of smaller local welfare offices--an activity with respect to which the State Board is given statutory sign-off rights--the State Board received helpful input from the local boards of the affected communities. Often, too, the State Board can serve a useful ombudsman role by bringing to the Department's attention problems and complaints that are emerging in the field.

Despite these areas of special concern, the day-to-day operations of the Department continued to absorb much of the Board's time. Foremost among these are the persisting budgetary pressures. The Board will attempt to maintain its concern that the welfare program is administered as efficiently as possible while at the same time avoiding unfair hardships on recipients as a result of program cut-backs. Thus the Board has followed with interest the attempts of the Department to provide appropriate controls on the rapidly escalating medical assistance program; at the same time the Board continues to be disturbed about the effect of denying necessary cost-of-living adjustments to AFDC and GR recipients as well as removing from the rolls so-called GR employables who, as the result of the prevailing high unemployment, are in fact unable to find work. The legislative prohibition of rent and utility arrearage payments also has been a source of serious concern to us, and we are pleased to note that the Department has filed a bill in the coming session to repeal this provision.

The Board also gave considerable attention to the recommendations of the Management Task Force; it was particularly concerned with the proposals for developing a streamlined system for the delivery of services to recipients. The Board will follow with interest the changes adopted by the Department in response to these recommendations.

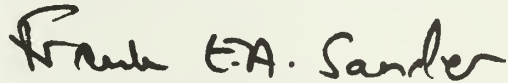
Having but one full-time staff person, the Board is heavily dependent upon the efforts of its members. Given the wide-ranging activities of the Department, a membership of 15 busy individuals is insufficient to accomplish all that we would like to do. Accordingly the Board filed a bill in the 1976 legislative session to enlarge the membership of the Board from 15 to 25. Despite a favorable committee report and the strong support of the Department, the bill was not approved by the legislature. We would hope that at the next session the General Court would see the wisdom of permitting 10 additional individuals to devote themselves to the betterment of the welfare system without cost to the Commonwealth.

In conclusion, I would like to express my thanks to the members



of the Board who worked long and hard on the Board's multifold activities. The officials of the Department--especially Commissioner Sharp--also deserve our sincere appreciation for their willingness to work with us even though at times we were critical--hopefully in a constructive way--of some of the Department's activities. Finally, we owe much to Leah O'Leary, our faithful staff assistant, without whom much of the work of the Board would remain undone.

Respectfully submitted,

A handwritten signature in dark ink, reading "Frank E.A. Sander". The signature is written in a cursive style with a large, stylized "F" and "S".

Frank E.A. Sander  
Chairman



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# 1976 ANNUAL REPORT OF THE

## STATE ADVISORY BOARD

### I. INTRODUCTION

In 1976 the State Advisory Board addressed an extensive range of issues and activities. Obviously, the human impact of the numerous and severe program cuts which occurred last year has continued to be of great concern. Other major issues before the Board have included the proposed social services reorganization, hospital cost control legislation, the Governor's Management Task Force recommendations regarding Department reorganization, and monitoring of the Medicaid Program.

The State Advisory Board performs a citizen oversight function for the vast multi-program Department of Public Welfare. The Board is concerned that Department policies and activities be responsive to both client needs and taxpayer concerns. Consequently, it has attempted to assure that benefit levels are sufficient to meet need and that benefits are distributed only to those who are truly eligible.

The Board wishes to acknowledge and express appreciation to Commissioner Sharp and his staff for the cooperation and concern they have shown during the past year. The record of the past year demonstrates the effectiveness of a team approach between the Department and interested citizens. The pages that follow are an indication of what can happen when Department and citizenry together strive for more responsiveness in public service.

## II. ASSISTANCE PAYMENTS

Cost of Living. The need for cost of living increases for recipients has been a matter of particular concern to the Board for several years now. The Board was among those who filed the legislation adopted two years ago to provide an annual cost of living increase to AFDC and GR recipients. (This increase had already been mandated by law for SSI recipients.)

An inflationary rise in prices impacts the lower income groups hardest, because their budgets have little or no elasticity. Recipients did not receive a cost of living increase in the fiscal 1976 budget. In fiscal 1977, a 5% cost of living adjustment was granted. The Department requested a 5% increase for fiscal 1978 which the Board strongly supports. The Board pointed out, however, that these increases will not enable recipients to keep abreast of inflation. The 5% increase requested by the Department is an adjustment to the budget, not compensation for the full increase in the cost of living. As this Report was going to the printer, this increase was deleted by the Executive Office of Human Services. The matter is presently pending in the Office of Administration and Finance.

Emergency Assistance. After last year's experience with program cutbacks resulting from the tight fiscal situation, the Board identified a need to develop expertise in the budgetary area. Ellen Lipson chaired the Board's Budget Committee; committee members included representatives from several local boards.

One of the issues addressed by the Committee related to the

Emergency Assistance Program. The fiscal year 1976 appropriations act contained language which prohibited the Department from payment of rental and utility arrearages for recipients, except under certain circumstances when persons first applied for assistance. At its December 1975 meeting, the Board, following the Budget Committee's recommendation, voted unanimously that "The Department should not include fuel in its definition of utility arrearages for the purpose of conforming to the FY 76 appropriations act." After several follow-up discussions between the Board and the Commissioner, the Department promulgated new guidelines by which the Emergency Assistance program resumed payment of mortgage and fuel arrearages except in cases where the fuel was not gas or electricity. (The exclusion of gas and electricity was still prohibited by the 1976 appropriations act.)

The Board has continued its concern about the severe constraints placed on the Emergency Assistance program by the Legislature. This is one of the issues emerging at the local level as local advisory boards are being formed around the state. The Board is pleased, however, to note that the Department has filed a bill to remove the present prohibition against payment of rental and utility arrearages. This issue may be a good test of the ability of the State Advisory Board, working in harmony with the local boards, to present to the Legislature the compelling case for restoring a more responsive Emergency Assistance program.

General Relief. The 1975 Annual Report of the State Advisory Board spoke to the Board's concern regarding the plan to drop all so-called employable General Relief recipients from the rolls.

This cost savings step was being taken at a time when there were almost 400,000 in Massachusetts who could not find work. The Board had taken the position that the Division of Employment Security should have made every effort to find jobs for employable General Relief recipients and that the Welfare Department should have enforced existing sanctions against those employables who did not accept appropriate work; yet that needy individuals should not be disqualified from aid on account of a presumptive, rather than actual, ability to find work.

In the past year the Board continued to support the restoration of assistance to General Relief Employables, and testified to that effect before the General Court's Human Services and Elder Affairs Committee. As Chairman Sander stated, "While it is certainly reasonable to expect welfare recipients to work if they are able to, there is an undeniable Alice-in-Wonderland aspect to our present policy of denying General Relief to persons deemed employable even though, in light of the large amount of current unemployment, they cannot find jobs."

The Board is of the view that, at a bare minimum, the Department's definition of "unemployability" should be re-examined to include individuals 55 and older for whom it is especially difficult, if not impossible, to find work in this tight employment market.

House Bills 158 and 162. As parts of its legislative package for 1976, the Department filed House Bills 158 and 162. House Bill 158 would have increased to 40 days the presently effective

20-day period in which a hearing transcript must be filed with the court when judicial review of a fair hearing decision is sought. House Bill 162 would have extended the time within which action must be taken on an initial application for assistance, in the case of General Relief from the present 14 days to 45 days and in the case of AFDC from the present 30 days to 45 days.

The Board expressed strong opposition to these bills. In its opposition, the Board sympathized with the Department's struggle to meet the various statutory deadlines with inadequate staffing, but did not believe that the solution was simply to extend the time that a needy person must wait before he or she can receive assistance. As a result of the Board's opposition, the Department withdrew support for these bills and the bills were not reported out of Committee. The Board expressed appreciation and support for the Department's continuing efforts to administer assistance programs in the most responsive time frame possible.

### III. SOCIAL SERVICES

Social Services Reorganization. In the area of social services, there has been much discussion in the past year regarding various proposed reorganizations of state service programs into a new child and family services agency. On different occasions, the Board met with then Assistant Commissioner for Social Services Beth Warren and with Secretary of Human Services Jerald Stevens.

In her meeting with the Board, Ms. Warren discussed a number of problems of the Department's current social services programs. One of the major problems has been the insufficiency of support services to the social service program. The Office of Social Services now shares the Department's financial, computer, legal and other administrative support units with both the medical and financial assistance programs within the Department. Although the Department's Office of Social Services is the largest children's social service organization in the state, it is always competing with even larger programs within the Department for support services. Ms. Warren argued that if reorganization does not occur, separate support systems should be developed within the Department for the Office of Social Services.

A second critical area cited by Ms. Warren is the fact that the Department is now legally mandated to provide a range of services to too many people and for too many kinds of problems without adequate resources to do the job (e.g., protective services, adoption services, CHINS, contracted services such as day care and homemaker services, etc.). The creation of a new agency would not address

this problem, unless either more resources are allocated or the mandate of the program is narrowed.

Secretary Stevens in his meeting with the Board advocated the creation of a new social service agency which would merge the Department's Office of Social Services with the Division of Youth Services. Secretary Stevens said that the Office of Children should not be included in the new agency in order to insure that advocacy and regulation remain independent, but that the Office for Children councils should go over to the new agency to be the area based citizen component for the new agency.

Throughout his discussion with the Board, Secretary Stevens stressed the need for a problem oriented agency which would be primarily area based. Some low incidence services would be available on a regional level. He concluded by saying that a single agency focused on services would be better able to deliver services. Secretary Stevens seemed to share Ms. Warren's concern regarding the present service system's continual competition for scarce resources within a massive income maintenance system.

Under any plan for either reorganization or administrative improvement, there are several specific concerns which the Board felt should be kept in mind. First, it is clear that social services have for too long suffered from a step-child relationship within the massive public welfare system. One of the most promising developments in this area has been Commissioner Sharp's request for increased social services staffing in the FY 78 budget. The Board has strongly supported the Commissioner's request and considers it an essential step, particularly for children at risk

in this Commonwealth.

A second concern is the need to close the gap between program expectations and resource allocations. Ms. Warren commented on the range of services and programs her division was statutorily accountable for providing and administering in the face of inadequate resources. This is not a situation peculiar to social services, but a problem endemic to programs throughout public welfare. Any reorganization of social services should involve a re-examination of program goals in the light of available resources. The importance of this lies not only in the value of sound program planning but also in the need for setting realistic program expectations to which administrators can be held accountable. Citizens become angry and frustrated when programs do not do what they are supposed to. Program providers become frustrated when charged with impossible goals and insufficient resources to meet them. Any process of reorganization should address and correct this vicious cycle.

After reviewing the several proposals for reorganization, the Board noted that a very short period for planning and implementation was characteristic of them all. The merging of major programs and agencies is a tremendous strain on all systems involved, including major overhauls of computer, legal, program, administrative, and personnel systems. The Board, therefore, has recommended that any reorganization plans considered in the coming year should allow the various agencies and programs adequate time for planning and implementation.

Homemaker and Chore Services. There are approximately 48,000 disabled and 80,000 elderly persons receiving SSI in Massachusetts. Of that number, approximately 1,200 disabled and 2,600 elderly receive homemaker and chore services. Eligibility for these services is now strictly dependent upon eligibility for SSI. Consequently, if an elderly or disabled person has income which is one dollar over the SSI benefit level, he/she is automatically ineligible for these services.

Homemaker and chore services often mean the difference between near normal independent living and total institutionalization, particularly for those confined to wheelchairs. The present policy acts as a deterrent for those disabled who attempt to work their way off SSI, or for those elderly who desire and are able to maintain limited employment. An elderly or disabled person is in an all-or-nothing situation. He or she can get these services totally supplied if his/her income is under SSI benefit levels, or he/she is eligible for no assistance for these services. The Board, through the work of the Homemaker Committee, chaired by Martin Grossman, is exploring the feasibility of a "homemaker needy" program which would operate similarly to the medically needy program. Under such a program, these critical services would be available for those ineligible for SSI cash benefits on a sliding scale based on ability to pay. The Board hopes to be able to report favorable progress on this matter in its next Report.

#### IV. MEDICAL ASSISTANCE

##### General Relief Medical and Optional Medicaid Services.

The FY 76 budget included a number of severe cuts in the General Relief medical and the optional Medicaid services programs. It quickly became apparent and documented by a Departmental study that severe hardships were being experienced in individual cases. Through this period, the Board consistently held that these cuts demonstrated very short-sighted program and fiscal planning. The net result of the FY 76 budget was that either sick individuals would not get necessary care, or else that the costs would be shifted to the cities and towns having municipal hospitals and to private hospitals. At the Board's suggestion, information regarding the impact of medical cuts was shared with mayors and selectmen throughout the Commonwealth. The Board testified in favor of the restoration of the General Relief medical program as the highest priority. It also strongly advocated the restoration of all Medicaid optional services.

A number of these issues were addressed by the FY 77 budget. Significant portions of the General Relief medical program were restored through the allocation of \$5.1 million for physicians, dental care, clinics, glasses and durable goods. Hospital and outpatient services were not restored, however. Some of the optional services were restored to the Medicaid program.

The Board continues to be concerned about the General Relief medical program. It represents an issue that has yet to be dealt with, namely, the provision of different levels of care for

different categories of people in need. This is true not only for medical services but also for financial assistance. The present policies discriminate against the single General Relief recipient and in favor of the aged and the parent of dependent children. Once a person is determined to be eligible, the Board believes that comparable medical services should be available regardless of the life style or age of the individual.

Hospital Charge Control Legislation. One of the most serious problems facing the Department of Public Welfare is the continual and sizable increase in medical care costs. Under present administration policy limiting the total amount which can be spent on welfare, these dramatic Medicaid increases squeeze out other benefit and program alternatives. For this reason, the Board looked with interest on the Governor's Hospital Charge Control Legislation. The Budget Committee held a special meeting to study the bill. Speakers at the meeting included representatives from the Department of Public Health, the Rate Setting Commission, and the Massachusetts Hospital Association.

The bill as originally conceived had three major provisions: It (1) granted authority to the Rate Setting Commission both to examine and to approve budgets of hospitals; (2) gave Health Systems Agencies authority to review the adequacy of health services in an area; and (3) established a single charge for hospital costs.

Through the Budget Committee's report of the meeting, the Board learned the following: (1) The bill would not decrease hospital costs, but rather decrease the rate of increase; (2) In the first few years of the program, Medicaid could not participate due

to Federal regulations; (3) Participation by Medicaid would require a waiver request by the Department of Public Welfare to HEW; (4) At the point in time when Medicaid might participate in the program, Medicaid might have to absorb a substantial increase in costs. The reason for this is that the computation of Medicaid rates now exclude some hospital costs (e.g., bad debts) which would be included in the computation of a single charge; (5) If Medicaid does not participate, it would probably benefit from the program as the program will most probably decrease the rate of increase of hospital costs.

Anxious as the Board is to see hospital costs controlled, it felt it could not support this legislation. The weight of evidence suggested that Medicaid costs would increase when and if it joined the program, and the Board was concerned that Medicaid and/or other welfare programs would experience additional program cuts to offset the increased cost.

Board Review of Medicaid Monitoring. As more and more monies are needed to support the Medicaid program, the Board has taken increased interest in the way the program is run, how the dollars are spent, and what the mechanisms are to insure program accountability. Tobey Choate, Director of the Provider Review Unit, reviewed with the full Board current Departmental efforts to monitor the Medicaid program.

Mr. Choate pointed out that monitoring efforts have two aspects: (1) quality of services, and (2) fiscal management. Among the monitoring efforts currently underway in the Department, the Board discussed the following:

The Drug Utilization Review Program involves 8 committees, each comprised of four pharmacists and one physician who examine computer printouts to identify clients who use the drug program of Medicaid to have several physicians write prescriptions for them. This can be potentially dangerous to the client as some drugs can be very harmful when combined with other drugs. In these cases, physicians are notified of the situation. The computer is also used to develop drug prescribing profiles on physicians.

The Department has also stepped up its on-site audits of providers. Correction of errors, punitive actions and fraud referrals have all emerged from this increased activity. Clients are also being involved through an explanation of benefits notice which informs them of specific dental services billed for under their name. As a result of client notification that charged dental services were not received, a certain number of open mouth reviews are going to be made in which clients voluntarily come in to have their teeth examined by Department dentists in order to verify whether certain dental services were rendered.

In the area of nursing homes, Periodic Medical Review Teams are reviewing patients to determine if patients are at the correct level of care. As a result of these efforts, three homes have been decertified and others reclassified from chronic hospitals to nursing home level care.

These are only some of the activities going on within the Department to monitor the Medicaid program. Insufficient time prevented the Board from reviewing all the activities in this area,

but there are plans to hold additional meetings on this subject. The Board was impressed with Mr. Choate's report, and also concerned that the public at large is not aware of these efforts. It is clear that the Department has made great strides in the past few years in developing real accountability in the Medicaid program.

## V. FOOD STAMPS

The Board's Food Stamp Subcommittee has addressed a number of major issues affecting the Food Stamp program, including staffing, outreach, standardized procedures, and federal legislation.

Staffing. The Food Stamp program receives much of its staff support from the Office of Economic Affairs through its assignment of temporary C.E.T.A. personnel. There was a complete C.E.T.A. staff turnover in local food stamp personnel during May and June of 1976. Many offices did not receive the number of C.E.T.A. staff they had lost, and as a result are now critically short staffed. The Subcommittee has worked with the Department in pinpointing staffing problems, and in offering support through the pre-screening of applications whenever possible. Because of staffing shortages, timely recertification of eligibility has not occurred in many areas. Subcommittee members have helped arrange group recertification sessions and offered staff support.

Outreach. Outreach is an important task in the Food Stamp program, as many people who are struggling to make ends meet do not know they are eligible for benefits under this program. The attempt by Department personnel to inform potential clients of their rights and of benefits they are eligible for has suffered from staffing problems, and low priority on state work plans. In the past several months the Subcommittee has worked closely with the State Outreach coordinator in assessing specific needs and in applying pressure at both state and regional levels to implement the State Outreach Plan. Outreach will be one of the Subcommittee's priorities for the coming year.

Standardized Procedures. Due to the absence of standardized forms and procedures in the Food Stamp program, many regional offices have developed their own forms. The Subcommittee has been instrumental in collecting these forms and highlighting any improprieties they contain. The Department has been very receptive both to receiving the forms and to correcting them when necessary. Several statewide forms have been adopted as a result of the Subcommittee and the Department working together.

Federal Legislation. Federal legislation is the final major area which has received Subcommittee attention. Congress and the Ford Administration have both been working to reform the Food Stamp program for the past 18 months. Although changes were positive in the beginning, more recent proposed regulations would eliminate millions of households from the program. The Subcommittee has developed a state-wide lobby against these proposed changes and has been instrumental in influencing Massachusetts members of Congress. The Subcommittee will focus on federal legislation during the coming year as a new Food Stamp program budget will be voted on in Congress prior to July 1, 1977.

## VI. ADMINISTRATION

Governor's Management Task Force. The welfare team of the Governor's Management Task Force spent several months examining the various aspects of program and administrative management within the Department. Several members of the Board met informally with the welfare team. The businessmen on the team appeared impressed with how well the Department is managing its programs given the severe resource constraints within which it operates. As a result of their review, the team made several recommendations which, if implemented, would substantially reorganize the Department. These recommendations included redesigning the management of the Department and phasing out regional offices.

In response to the Task Force's report, Commissioner Sharp established a Departmental Review Committee to advise him on the steps necessary to implement the recommendations. The Board was invited to participate and did so by having two members on the Review Committee. The Review Committee recommended that the Department maintain a streamlined regional office structure, and that the role of these offices be redefined to emphasize monitoring and accountability. At the central office level, the Committee recommended that the Office of Field Operations be enlarged to build up its capability for information flow between program offices and the field and also to increase capability in the areas of monitoring and accountability. The Department is currently developing instruments and mechanisms for use as management tools to facilitate the new emphasis on accountability.

Consolidation of Local Offices. According to Chapter 18, Section 6 of the General Laws, the Board has a statutory responsibility to "approve the number and location of all community service areas and branches as determined by the commissioner." Since state take-over of public welfare in 1968, the Department has been consolidating local offices from the original 273 to the present 110 offices. This past year saw the Department's plan to further consolidate down to 78 offices. In recommending the consolidation plan, the Department has pointed to the more efficient use of administrative and case carrying personnel.

The Board has approached consolidation with a sensitivity to the human costs involved in office closings. The values of accessibility of services and of effective use of resources from a management perspective have had to be weighed and balanced. At the Board's request, the Department sent out questionnaires to a sample population of recipients in each community service area in which an office consolidation was being proposed. Clients were asked about the impact on them of such an office closing.

The Board also sent out copies of the Department's consolidation plan to those local boards whose communities would be affected by the plan. Input was solicited and closely examined by the Board's Consolidation Committee. Some very valuable insights were brought to bear on the issues through this vehicle, and the Board is very grateful to those local boards which did respond. The entire process was a good example of a collaborative effort between the State and local boards.

In preparing the consolidation plan, the Department had done a thorough analysis of the management aspects of the number and location of local offices. Through a series of meetings, the Consolidation Committee and Department staff examined the community and service aspects of office closings. These discussions focused particularly on such variables as percentage of population receiving services, unemployment rates in the area served, availability of other services in the areas, and input from clients surveyed and from local boards.

As this Report is being written, Board discussion of the consolidation plan is still pending. Although the process is not yet concluded, those who have participated in it to date have found it to be a valuable experience.

Staffing and Resources. The Board is supporting Department budget requests for increases in the Administration account. If there is a continuing theme in this Report it is that the Department operates under severe staffing and resource constraints throughout the entire system. Severe clerical shortages, inadequate and overcrowded office facilities, a Food Stamp program that is almost entirely staffed by temporary C.E.T.A. workers, necessary program monitoring efforts delayed due to lack of staff are all characteristic of the problems with which the Department is continually faced.

The history of the Department has demonstrated that its ability to manage its programs is directly related to the resources at its command. Given fairly stable staffing patterns in the AFDC and GR programs, the Department has made important strides in

reducing the error rates in these programs in the last few years. The Food Stamp program, on the other hand, is staffed almost entirely by temporary C.E.T.A. personnel, and the program suffers the dubious distinction of having the worst error rate nationwide, second only to Guam.

Taxpayers and clients alike are victimized by inefficient and ineffective management of public welfare programs. Taxpayers are victimized when vast programs do not have sufficient controls and audit mechanisms; clients suffer when services they are entitled to are not delivered in a timely fashion. With these considerations in mind, the Board supports Department requests for increases in the Administration account.

## VII. LOCAL ADVISORY BOARDS

Development of Local Boards. Until a year and a half ago, there were ten local welfare advisory boards. These boards rarely communicated with one another. This situation is rapidly changing as the State Advisory Board and the Department have taken an increased interest in local board development. Former Commissioner Jerald Stevens and his successor Alexander Sharp committed themselves and the Department to the development of the remaining 28 boards, to make a total of 38. In the last year the total number has gone from 10 to 29 boards in place and approved by the State Advisory Board.

The Board's Committee on Local Boards, chaired by Stanley Gawle, has played a critical role in designing the process by which these boards were formed. The Committee developed Guidelines which required that a number of steps be followed. A local welfare director was required to establish a citizen Steering Committee which was charged with advertising the formation of a local board in the local media and with inviting interested citizens to submit their names. The citizen Steering Committee was then charged with identifying among the interested candidates those who would best represent a genuine cross section of the community served by that local welfare office. The Guidelines not only dictated the process but also provided an appeal mechanism to the State Advisory Board for those groups who felt excluded from membership on local boards. This appeal mechanism has not yet had to be utilized.

The State Advisory Board has as one of its statutorily required duties the approval of "all appointments of the Commissioner to the community service area boards." As newly formed boards were submitted for appointments, the State Advisory Board used four criteria in determining whether approval would be given: (1) the representativeness of the Steering Committee itself; (2) the openness of the process; (3) the representativeness of the proposed membership; and (4) the geographic representation on the proposed board. The Board continues to apply these criteria as new appointments are proposed to already existing boards. It is felt that public welfare issues affect every sector of the community. It is essential to begin to involve business as well as providers and advocates in the solution of problems which impact the whole community.

Saltonstall Bill - S533. As a result of his interest in local board development, Senator William Saltonstall filed legislation to broaden the boards' responsibilities and to insure legislatively that boards be balanced in their membership. The State Advisory Board and several local boards worked very closely with the Senator's office to reach agreement on a redraft of the bill. Although the bill did not pass in this last session, the Board was encouraged by the degree of interest generated through discussions on the bill.

Advisory Board Project. During this period of increased activity in the area of board development, the Department and the Board have been fortunate to have the assistance and consultation of Margot Lindsay of the Institute for Governmental Services at

the University of Massachusetts. Ms. Lindsay has been the Director of a foundation funded project to develop orientation for members of public boards and commissions and for the staff who work with them. Ms. Lindsay has been invaluable in her assistance to the Committee on Local Boards, particularly in the planning phase of board development. Of particular importance is that through the project, Ms. Lindsay has prepared a handbook for board members which will be available to all welfare advisory board members in early 1977.

Selection Process for Community Service Area Directors. One of the duties of a local board is "to advise the commissioner of public welfare in the selection of the area director." The Committee on Local Boards worked for months to reach agreement with the Department on the precise role that boards would play in the selection process. The process finally agreed upon involves the local board in a close working relationship with the Department's regional manager. The process includes the following steps:

- (1) development of a profile of the ideal candidate; (2) in the absence of a civil service list, open advertisement of the position both inside and outside the Department; (3) screening and interviewing of candidates by the regional manager and the Board;
- (4) identification of finalists for the position; (5) appeal mechanism to the Commissioner if all selected finalists are not acceptable to either the board or to the regional manager; and
- (6) appointment of the director.

The process was designed closely following the model developed by the Fall River Board, the first board to have participated

in selecting the area director. The Springfield Board has successfully participated in selecting the Springfield welfare office director. At the time this report was being prepared, the Cambridge, Haverhill, Woburn and Grove Hall Boards were currently in the process.

An Emerging Role. Most local advisory boards in public welfare are just now being developed. In November, the State Advisory Board met with local board chairpersons from around the state to share ideas and to discuss the future role of boards. A conference for all citizens on all boards is planned for this spring. It is clear, however, that local boards are already making a difference in their local communities. To cite a few examples:

#### The Roxbury Crossing Board

- expanded food stamp availability by persuading a local bank to expand food stamp issuing hours to a Saturday morning;
- organized a health-welfare coalition to advocate for restoration of Medicaid cuts;
- was the first board to push for clarification of a board's role in selecting an area director;
- helped redraft the Saltonstall Bill regarding local boards;
- sponsored a client newsletter for the area.

#### The Springfield Board

- was instrumental in getting additional social work staff for the Springfield office;
- held three days of public hearings on welfare issues.

#### The Cambridge Board

- is active in monitoring social service contracts in the community;

- helped secure a \$50,000 block grant for a social service program in a local housing project;
- established an emergency revolving fund to help meet client needs not covered by assistance programs;
- developed a client newsletter.

#### The Greenfield Board

- is working on a pilot effort to develop a model, in cooperation with the Department, for a board's evaluation of service delivery within the local welfare office.

#### The Quincy Board

- is working with the local Office for Children to monitor services in the community.

#### The Falmouth Board

- is working on the need for a drug provider in the Provincetown area.

#### The Church Street Board

- is attempting to address a problem unique to the South End community of Boston, the problem of insufficient shelters for homeless persons.

#### The Adams Street Board

- was instrumental in securing additional space for the local welfare office;
- helped redraft the Saltonstall Bill regarding local boards.

This is not an exhaustive list. Several boards gave significant input on the Department's consolidation plan. Others are getting involved in educating their communities on the programs and benefits available through local welfare offices. Various appendices which follow this Report give a more detailed view of local board activities.

The State Advisory Board looks forward to better communications between the state and local levels. Boards in public welfare have attracted a wealth of talent, energy, and commitment. The challenge for the year to come will be in channeling and utilizing these resources. We look forward to this continuing dialogue.

APPENDICES



APPENDIX ILOCAL ADVISORY BOARDS CURRENTLY ESTABLISHEDAND APPROVED BY THE STATE ADVISORY BOARDBOSTON:

Adams Street  
 1231 Adams Street  
 Dorchester, Mass. 02124  
 Chairperson: Marie Gunderson  
 Director: Alfred Washington

Church Street Community Service Area Advisory Board  
 21 Church Street  
 Boston, Mass. 02116  
 Chairperson: Ruth Barkley  
 Director: Bernice Rosenbaum

Grove Hall Community Service Area Advisory Board  
 515 Blue Hill Avenue  
 Roxbury, Mass. 02121  
 Chairperson: Mary Thompson  
 Director: Vacant

Roxbury Crossing Community Service Area Advisory Board  
 1491 Tremont Street  
 Roxbury, Mass. 02120  
 Chairperson: Don Gillis  
 Director: Vacant (formerly Paul Kussman)

GREATER BOSTON REGION:

Brookline Community Service Area Advisory Board  
 320 Washington Street  
 Brookline, Mass. 02146  
 Chairperson: Ann Macdonald  
 Director: Elizabeth Davis

Cambridge Community Service Area Advisory Board  
 57 Inman Street  
 Cambridge, Mass. 02139  
 Chairperson: O. Robert Simha  
 Director: Vacant (formerly Ruth Malenka)

Framingham Community Service Area Advisory Board  
 354A Waverly Street - Suite 1  
 Framingham, Mass. 01701  
 Chairperson: Not yet elected by the Board  
 Director: Eunice H. Smith

Lynn Community Service Area Advisory Board  
 1 Washington Square  
 Lynn, Mass. 01902  
 Chairperson: Robert Steeves  
 Director: Thomas Spirito

Medford Community Service Area Advisory Board  
 Held Professional Building  
 64 Salem Street  
 Medford, Mass. 02155  
 Chairperson: Not yet elected by the Board  
 Director: Ronald T. Newcomb

Norwood Community Service Area Advisory Board  
 10 Cottage Street  
 Norwood, Mass. 02062  
 Chairperson: Col. Paul Robson  
 Director: Doris M. Carr

Somerville Community Service Area Advisory Board  
 1 Davis Square  
 Somerville, Mass. 02144  
 Chairperson: Norman Rose  
 Director: Ann M. Linehan

South Shore Community Service Area Advisory Board  
 23-25 School Street  
 Quincy, Mass. 02169  
 Chairperson: George Spagnolia  
 Director: Leonard DeLorey

LAWRENCE REGION:

Haverhill Community Service Area Advisory Board  
 42 Primrose Street  
 Haverhill, Mass. 01830  
 Chairperson: Marjorie Goudreault  
 Director: Vacant (formerly Margaret N. Ring)

Lawrence Community Service Area Advisory Board  
 301 Essex Street  
 Lawrence, Mass. 01840  
 Chairperson: John B. Nyhan  
 Director: William Healey

Lowell Community Service Area Advisory Board  
 100 Merrimack Street  
 Lowell, Mass. 01852  
 Chairperson: Rev. Daniel Crahen  
 Director: Arlene Redmond

North Shore Community Service Area Advisory Board  
 186 Cabot Street  
 Beverly, Mass. 01915  
 Chairperson: Grayce M. Sawyer  
 Director: Carlotta Talbot

Woburn Community Service Area Advisory Board  
 4 Federal Street  
 Woburn, Mass. 01801  
 Chairperson: Jean Cronin  
 Director: Vacant (formerly Francis O. Ryan)

NEW BEDFORD REGION:

Attleboro Community Service Area Advisory Board  
 15 Railroad Avenue  
 Attleboro, Mass. 02703  
 Chairperson: Dr. Adolph Bender  
 Director: Edward Silvia

Brockton Community Service Area Advisory Board  
 75 Commercial Street  
 Brockton, Mass. 02401  
 Chairperson: Linda Lundin  
 Director: Louis G. Silva

Cape Cod & Islands Community Service Area Advisory Board  
 Homeport Center  
 344 Gifford Street  
 Falmouth, Mass. 02540  
 Chairperson: Andrea Leonard  
 Director: Nils Peterson

Fall River Community Service Area Advisory Board  
 66 Troy Street  
 Fall River, Mass. 02721  
 Chairperson: Fernando Martins  
 Director: Joseph Corey

New Bedford Community Service Area Advisory Board  
 533 Mill Street  
 New Bedford, Mass. 02740  
 Chairperson: Victor F. Rebello, Jr.  
 Director: Francis Gilbert

WORCESTER REGION:

Fitchburg Community Service Area Advisory Board  
 76 Summer Street  
 Fitchburg, Mass. 01420  
 Chairperson: William Brodeur  
 Director: Margaret O'Connor

Gardner Community Service Area Advisory Board  
 82 Main Street  
 Gardner, Mass. 01440  
 Chairperson: Dorothy Curtis  
 Director: Michael J. Pandiscio

Medway Community Service Area Advisory Board  
 89 Main Street  
 Medway, Mass. 02053  
 Chairperson: Leonard A. Izzo  
 Director: Frederick H. Hanny

Southbridge Community Service Area Advisory Board  
 399 Main Street  
 Southbridge, Mass. 01550  
 Chairperson: Albert DiGregorio  
 Director: Lillian Proulx

Worcester Community Service Area Advisory Board  
 9 Norwich Street  
 Worcester, Mass. 01608  
 Chairperson: Melvin Buddish  
 Director: John P. Guilfoil

SPRINGFIELD REGION:

Greenfield Community Service Area Advisory Board  
 31 Federal Street  
 Greenfield, Mass. 01301  
 Chairperson: Thomas Tolg  
 Director: James Greenleaf

Holyoke Community Service Area Advisory Board  
 383 Dwight Street  
 Holyoke, Mass. 01040  
 Chairperson: Nancy Albano  
 Director: Gilbert F. Mueller

Pittsfield Community Service Area Advisory Board  
 46 Summer Street  
 Pittsfield, Mass. 01201  
 Chairperson: Ralph Froio  
 Director: Donald J. Stack

Springfield Community Service Area Advisory Board  
 834 State Street  
 Springfield, Mass. 01109  
 Chairperson: Jeffrey M. Lewis  
 Director: John R. Jackson

Boards are still being formed or are in need of approval in the following areas: Hancock Street (Boston), Chelsea, Wakefield, Waltham, Plymouth, Taunton, Northampton.

APPENDIX II  
ANNUAL REPORTS OF  
LOCAL BOARDS



## ANNUAL REPORT OF THE ADAMS STREET ADVISORY BOARD

This is the first Annual Report submitted by the Adams Street Community Service Area Advisory Board. This report covers the infancy of the Board from the first meeting on June 18, 1974 until the present. During the past two years, the Board has struggled to establish itself as a unit. It has created by-laws, established functioning committees, and rallied over issues important to the community.

Under the chairmanship of Homer Platt, the period from June 1974 until January 1975 were filled with general orientation, developing by-laws, and establishing the first committee. C.S.A. Director Al Washington acquainted the Board with the Adams Street C.S.A. office and with the community it serves. Several speakers described community highlights, resources and specific problems. The Housing Committee, under the chairmanship of Al Brothers, began meeting regularly and was successful in increasing office space, interviewing rooms and a waiting area for the Roslindale Welfare Service Office at 26 Cummins Highway, Roslindale. By January 1975 the by-laws were completed and the Nominating Committee, under the chairmanship of Mary Grey, was established as the second ongoing committee. Its primary function was to locate and screen new members for the Board. Other areas of concern at the time included the dumping of cases by social workers, the Food Stamp program, school busing, and protective rental payments for recipients.

During the period from February 1975 until May 1975, the Board continued to explore these issues as well as the proposed cuts in General Relief and Medical Assistance, staffing shortages at the Adams Street C.S.A., and the Foster Care program. Velma Mitchell, now a member of the Board, came to a meeting as a guest speaker. She represented the Concerned Citizens for Foster Care, a Dorchester based organization.

In May of 1975 Marie Gunderson became Acting Chairperson due to the resignation of Homer Platt. A month later Ms. Gunderson was elected as Chairperson for a full term. An emergency meeting was called that same month in response to the crisis of recipients being without checks for the month of June. The Board explored resources within the community and designated places where recipients could obtain assistance. The Board then sent a letter to former Commissioner Stevens suggesting that the Department contact larger food store chains and corporations for assistance at the state level.

During the summer of 1975 a major concern of the Board was the election of officers and a drive to locate new members for the Board. Confidentiality became an issue in the identification and selection of recipient nominees. At this time Mary

Gray became a member of the Task Force on Local Boards of the State Advisory Board. As Chairperson of the Nominating Committee, it was her responsibility to bring the composition of the Board within the specifications of the State Advisory Board.

In July of 1975 the Executive Committee was established. It met once in July to firm up board membership for the coming year and to set up an agenda for the September meeting. The Committee did not meet again until July 1976 when it was reactivated as an ongoing committee.

The September 1975 meeting introduced new members and pinpointed possible focus for the coming year. Organizational issues such as planning agendas, the mailing of minutes, and the location of meetings were discussed. A number of possible areas for Board involvement were also discussed. These included documentation of the impact of program cuts on recipients in the community, analysis of conditions and problems at the Adams Street C.S.A. office, the Foster Care Program, the Board's compliance with State Advisory Board Guidelines, possible incorporation of the Board as a non-profit body, and exploration of tax-exempt status, and other community issues. In November a permanent meeting place was located at the Elderly Housing Development at 2262 Dorchester Avenue, Dorchester, home of Board member Robert Petigrew. Board meetings were held there through May of 1975.

At the March 1976 meeting Ray Isleib, a representative from Senator Backman's office, presented Senate Bill #533 (the Saltonstall Bill) for discussion. During the next two months, the bill was explored by the Board and specific recommendations were made for amendments and deletions. A Legislative Committee was established under the chairmanship of Edward Murphy to review bills of interest to the community and to attend budget hearings.

In retrospect, in the past two years the Adams Street Advisory Board has established itself as a functioning unit with by-laws and operating committees, obtained adequate facilities for the Roslindale Welfare Service Office, and secured a staff person from the Department to assist the Board in the performance of its duties.

The Board has a number of plans for the coming year. The Legislative Committee hopes to continue to keep abreast of welfare legislation and related budget issues. The Board also plans to reactivate the Housing Committee and to expand its role to include all issues and problems relating to the Adams Street C.S.A. office. Re-establishment of the Executive Committee with tri-monthly meetings for planning and coordination is viewed as an important objective for the year to come, as is the development of a Project Committee to propose areas for possible future Board involvement.

ANNUAL REPORT OF THE BEVERLY ADVISORY BOARD

Pursuant to the General Laws of the Commonwealth, a local advisory board to the Beverly Community Service Area, Department of Public Welfare, was established in June. The Board membership, approved by Commissioner Sharp, consists of 30 persons representing various segments of the 14 communities covered by the Beverly C.S.A. office.

An organizational meeting was held on July 22 in the C.S.A. conference room, at which 21 members were present. Also in attendance were Carlotta H. Talbot, C.S.A. Director and Teresa Eisenhauer, Regional Coordinator.

It was determined by the membership that an orientation to the existing services and functions of the C.S.A. would promote greater awareness of the advisory boards role in relation to the area served. It is hoped that such an orientation program will provide the basis for establishing initial priorities to be considered by the board.

The Board selected candidates for consideration as nominees to provide input at the state level. Submitted as nominees to the State Advisory Board were Stanley Clark, Chairman of Department of Sociology, Gordon College, and Sonya Gubicza. Nominated for service on the State Committee for Local Boards were Patricia Budd, Metcoun Counselor, and Wayne Eisenhauer, Attorney at Law.

In its preliminary efforts to serve this community most effectively, the advisory board will identify and investigate specific areas of concern in order to determine priorities of need. A working relationship with the C.S.A. Office and the community will be established as soon as possible and input will be solicited from the various publics served by the board.

The membership that the Beverly C.S.A. Advisory Board desires to become an influential and concerned force for the benefit of area assistance recipients. Every effort will be made to establish relationships and provide constructive suggestions to improve services and answer needs for Beverly C.S.A. clients.

Respectfully submitted,

Grayce M. Sawyer  
Chairman pro tem

ANNUAL REPORT OF THE CAMBRIDGE ADVISORY BOARD

The Cambridge Community Service Area Advisory Board met from September 1975 through June 1976 on the third Wednesday of every month. Pastor Henry Horn continued his chairmanship of this body.

A number of issues kept the Board active through the year. Among these were:

- (1) Cuts in the medical assistance and general relief program;
- (2) Administration of the federal food stamps program;
- (3) The relocation of the Cambridge office;
- (4) Hospital charge control legislation;
- (5) Administrative changes in the Cambridge Women, Infants and Children supplemental food program, &
- (6) Proposed legislation affecting the composition and structure of citizen boards in the State.

Each issue was discussed and, where appropriate, action taken.

The meetings and general functions of the Board were supplemented by the activities of its various committees, both standing and ad hoc.

The Purchase of Service Committee monitored and evaluated all agencies holding contracts with the Department. During a three month process all such agencies were visited, reports submitted, and their programs evaluated. Agency heads were given an opportunity to respond to these reports. Final recommendations on the renewal of contracts were submitted for Board approval, and then sent to the Department's Purchase of Service Unit.

The Committee worked with staff to evaluate those day care centers seeking contracts with the Department. Members were also involved in assessing the need for contracted day care slots in the City of Cambridge.

The Housing Committee was instrumental in the development and acceptance of a Cambridge Housing Authority proposal to provide social services to tenants in publicly assisted housing. Now that the contract has been completed, members of this committee will monitor the program through regular meetings and on-site visits.

The Recipient Awareness Paper continued to be published. Three issues have been distributed to AFDC recipients this year. Articles and announcements in this newsletter have brought a large response by clients.

The Revolving Fund, under the control of the Executive Committee, aided in many emergency situations by extending to clients small loans for needs not met by public assistance. Appeals to churches and organizations have been successful in replenishing the fund periodically.

Two temporary committees were active this year. The first was charged with developing a program to recruit temporary foster homes for adolescents. Its work filled a very real need in the Department. The Committee on the Reorganization of Services to Children and their Families studied the various proposals to change the Commonwealth's social service delivery system. Their analysis was used by the Board in making policy recommendations.

The May meeting was highlighted by the presence of Commissioner Sharp. Also at this meeting, Pastor Horn's term as Chairman expired.

The chair was assumed by Mr. O. Robert Simha.

ANNUAL REPORT OF THE  
CHURCH STREET - EAST BOSTON ADVISORY BOARD

The Church Street - East Boston Advisory Board has been meeting regularly once a month since December 1975 at the Erich Lindemann Mental Health Center in Boston. Since March, the meetings have been scheduled on the second Tuesday of the month. Until July 1975, Rev. John White of St. Philip's Parish in Lower Roxbury acted as Chairperson. Rev. White did a tremendous job in organizing and dealing with the fledgling board. At our first annual election in July 1975, Rev. White decided not to run for re-election. Ruth L. Barkley from ABCD was elected as our new Chairperson and Ray Ethridge, an SSI-DA recipient and coordinator of the East Boston People's Rights Group, was elected as our Vice-Chairperson.

In January 1976, Ronald F. Dobrowski, a social worker from the Church Street C.S.A., was assigned to the Board on a half-time basis as staff support. Among other duties, he acts as Treasurer and Corresponding Secretary. Peg Durkee is our Recording Secretary.

To date we have one standing committee, the Membership Committee, with Shirley Thatcher as its Chairperson. There have also been several Ad Hoc Committees.

During the battle of the "Great Welfare Cuts" of early 1976, the Board was involved in lobbying efforts on behalf of recipients. We sent letters and telegrams, and met with various state officials. The Board also sent letters to Assistant Commissioner Melvin Scovell and to Secretary of Human Services Lucy Benson commending them for their strong resignation letters.

The Board is beginning to send representatives regularly to other advisory groups such as the State Advisory Board, the Committee on Local Boards, the Health/Welfare Coalition, etc.

Recently the Board set up a small revolving fund to deal with transportation expenses incurred by recipients on the Board. This way, they have been able to be reimbursed the same day as a meeting.

Peter Bloomsburgh, Acting Assistant Commissioner for Medical Assistance, spoke to the Board on February 25, 1976. This was in response to our telegram of January 10, 1976 to Commissioner Sharp concerning the cuts and requesting a meeting with him.

The Board has also been very useful as a vehicle of disseminating information from the Department to local groups and agencies who are dealing with the community.

The Board has had a membership problem over the year. This has been due partially to the positions that some of our members have, such as directorship, etc., which leave them very little time to become involved with the Board or to attend meetings. Other reasons include the frustration with the Department's constant changes and reversals, cuts, and our own inability to affect them. The Board is also still in the process of determining exactly what our function is.

The Board has been unsure as to what the local board's relationship to the Department and to the State Advisory Board should be. The local board by its nature has more daily community input and access than the State Advisory Board. As a result, the local board should be able to feed information, suggestions, and pending problems to the State Advisory Board and to the Department. Therefore, shouldn't the linkage between 600 Washington Street and the local board be stronger? We should deal with them the same way we do with the local office. It shouldn't be that we just render forgotten recommendations.

On the positive side, the Board is really beginning to move. Our membership Committee is in the midst of a membership drive. The Board is also taking a hard look at the deteriorating physical conditions at the Church Street and East Boston offices. A committee is being set up to deal with these problems. Food Stamps and the delivery of services also have a high priority.

In the last few months the Board has become more active in the area of homeless persons. This is a problem unique in its magnitude to the Church Street service area. The Board has requested the Regional Manager, Austin O'Malley, to re-assign staff to the Church Street office to deliver services to the homeless. We have also held negotiations with Ed Doherty, Supervisor of the Homeless Men's Unit at the Boston Regional Office and with Paul Sullivan of the Pine Street Inn in an effort to achieve a closer working relationship between these services and the Church Street Office.

We are also trying to insure some uniformity between the several interpretations given on each policy by different social workers, supervisors, community service centers and regions.

The Board has also been aided by the strong support of the Church Street Community Service Area Director, Ms. Bernice Rosenbaum, and several of her staff, both from the Church Street and East Boston offices.

ANNUAL REPORT OF THE  
FALL RIVER ADVISORY BOARD

The following Annual Report of the Fall River Community Service Area Advisory Board, for the program year ending April 30, 1976, is in compliance with the statutes and policies governing the duties and responsibilities of welfare advisory boards.

This program year, like most other recent years, represented a year of many important changes for the Department of Public Welfare and its personnel. This report does not intend to enumerate those many critical changes, but rather will address itself to the tasks, objectives and accomplishments of the Advisory Board itself.

One of our initial responsibilities was to become involved in recommending a Director for the Fall River Community Service Area to the Commissioner of Public Welfare. Many hours were put into the sensitive tasks of interviewing, securing references, etc., and we trust that we were not only successful in recommending a Director for the Fall River Community Service Center, but that our efforts and experiences were of value to the Department of Public Welfare in outlining the Board's role in hiring a Community Service Center Director.

Much of our work was accomplished through some hard working committees, including the Nursing Home Committee, the Nominating Committee, the Search Committee, the Joint Proposal Review Committee, and the Site Committee.

The Nursing Home Committee. The Nursing Home Committee worked very hard to improve nursing home standards in our area. The Committee identified some questionable standards in area nursing homes and attempted to obtain responses/actions from appropriate administrative personnel in the Department of Public Welfare and the Department of Public Health. The Committee was not successful in all cases.

We strongly urge the Secretary of Human Services to demonstrate his belief in the value of welfare advisory committees by having him instruct all human service department heads to respond to inquiries, suggestions, etc., made by the various advisory boards throughout the Commonwealth.

The Nursing Home Committee also suggested strengthening the role of the Nursing Home Liaison, a function now successfully performed by Josephine Pytel. The Nursing Home Liaison position is viewed as a way of strengthening communication between the Department of Public Welfare and the various nursing homes in our area.

In addition, this Liaison position can play a very important monitoring role, especially with Public Welfare nursing home residents who do not have interested family members. The Liaison can also follow-up on complaints received by Public Welfare relative to Medicaid residents in nursing homes.

The Nominating Committee. The Nominating Committee was very active in filling Board vacancies with responsible Board members. Resumes of prospective Board candidates were reviewed by the Nominating Committee and recommendations for appointment were made to the full membership. The Nominating Committee usually has a waiting list of interested citizens who desire to serve on the Board.

Joint Proposal Review Committee. The Joint Proposal Review Committee is reviewing proposals to provide services to children in the area. Approximately five proposals have been reviewed to date and the Committee's recommendations have been forwarded to the Purchase of Service Unit.

Site Committee. The Site Committee inspected the physical plant on a regular basis, found many building inadequacies, and met with the landlord in order to resolve many of these building deficiencies. These deficiencies included inadequate heat, leaking roof, broken windows and less than adequate janitorial services.

The Site Committee also met with the Chief of Police and the Fall River Police Board to discuss the numerous break-ins of the welfare office. This meeting resulted in improved police security.

In addition, the Board expressed concern with lax security of confidential public welfare records and made recommendations to the Director regarding more stringent policies involving the nightly filing of case records.

Staff Committee. The Staff Committee was involved in evaluating the agency's staffing patterns and personnel problems. This Committee supported the Director in his request for necessary staff, and was available to the Director and staff for assistance regarding personnel difficulties.

Community Education. The community education role of the Advisory Board was also very obvious during this program year. Many outstanding guest speakers addressed the Board on issues such as housing, human resources, foster parents, anti-poverty agencies, legislation, etc. These important issues, as well as direct public welfare issues, were aired completely at Board meetings. These meetings and discussions were covered by the news media, resulting in more accurate knowledge for area residents.

The Board was not only general issue oriented, but also worked hard on many specific situations creating difficulties

for either the agency or its consumers. A partial list is as follows:

- (1) Direct intervention with police relative to building security.
- (2) Direct intervention with landlord relative to physical plant deficiencies.
- (3) Direct intervention with the Mayor of Fall River and the Fall River Community Development Center resulting in the latter assuming the responsibility for meeting the medical needs of General Relief recipients no longer covered by the Medicaid Program.
- (4) Direct testimony at Department of Public Utilities hearings in opposition to requests by the Fall River Electric Light Company for local rate increases.
- (5) Direct intervention with utility companies when it was felt that these utility companies were not complying with policies and regulations relative to utility shut-offs.

Advocacy. The role of advocate was certainly not overlooked by the Fall River Community Service Area Advisory Board. We took strong stands on many issues affecting the lives of limited income individuals, issues such as the following:

- (1) Advocating for food stamp eligibility for SSI recipients;
- (2) Advocating more stringent supervision of Nursing Home standards by the Department of Public Health;
- (3) Advocating better publicity regarding the availability of Hill-Burton mandated medical services for individuals, such as General Relief recipients, not able to meet the cost of hospital care.

Conclusion. We feel that the Fall River Advisory Board has made a significant contribution to the Massachusetts Department of Public Welfare, the Fall River Community Service Area, and especially to the recipients of public welfare. We feel that an advisory board with consumer participation is a legitimate vehicle to communicate concerns and suggestions to all levels of public welfare administration, to share public welfare factual information with all segments of the community, to develop better working relationships between all of the agencies and institutions serving limited income families, and to advocate in behalf of a better quality of life for public assistance recipients.

In keeping with these goals, we are suggesting the following:

- (1) For our part, we are reviewing the goals established by last year's Annual Report to see whether or not these goals have been attained.
- (2) To demand the Secretary of Human Services to instruct all human service department heads to respond to advisory board comments and questions in a courteous and timely manner.
- (3) To demand the Commissioner of Public Welfare to insist on the provision of adequately paid clerical staff for every Community Service Area Advisory Board in order to meet the many demands and needs of an advisory board. These demands and needs, regrettably, are beyond the scope of voluntary advisory board members.
- (4) To recommend to the Director of the Fall River Community Service Area that the role of the Nursing Home Liaison be strengthened in order to better meet the needs of the approximately nine hundred (900) public assistance recipients residing in area nursing homes.
- (5) To recommend to the Regional Manager and the Commissioner of Public Welfare that there be joint regional meetings of representatives of each Welfare Advisory Board in order to establish regional goals and priorities. Such meetings should take place with the Regional Manager.

December 2, 1976

ANNUAL REPORT OF THE FITCHBURG ADVISORY BOARD

In response to your request for the 1976 annual report of the C.S.A. Advisory Board in Greater Fitchburg, the following information is pertinent.

Several meetings of a steering committee were held in the spring of 1976 to nominate candidates for the local advisory board. The committee agreed that the board would consist of 30 members with equal membership from recipients and non-recipients which include service providers and community representatives.

To date, the nominations have been forwarded to the appropriate bodies and we are awaiting approval of the submissions at which time the Advisory Board will convene to set goals and objectives on which to operate.

Respectfully submitted,

William D. Brodeur, Chairman  
Fitchburg Steering Committee

ANNUAL REPORT OF THE HAVERHILL ADVISORY BOARD

An Advisory Board of thirty members for the Haverhill Community Service Area was approved on May 6, 1976 by the State Advisory Board.

An organizational meeting was called on June 28th with Mrs. Marjorie Goudreault acting as Chairman Pro Tem. The possible closing of two local welfare offices in the Haverhill Community Service Area was a matter of much concern to the Board members. A sub-Committee on Consolidation, consisting of five volunteer members, was formed. The Committee's recommendation has since been forwarded to the State Advisory Board. A Sub-Committee on By Laws was also formed.

On July 28th, a special meeting was called for the purpose of making plans to appoint a successor to the present C.S.A. Director who will be retiring as of October 1st. A Search Committee of five members was named to meet with the Regional Administrator. To date, there have been two meetings of the Search Committee with the Regional Administrator.

Regular monthly meetings of the Board are held on the fourth Monday of the month.

Respectfully submitted,

Marjorie E. Goudreault  
Chairman Pro Tem

August 25, 1976

ANNUAL REPORT OF THE  
NEW BEDFORD ADVISORY BOARD

The following is the requested progress report for the last four months:

The New Bedford Advisory Board had its first meeting on June 29th, 1976. At that meeting the Board was oriented to the physical set-up of the welfare office and given brief descriptions of the services provided by the Welfare Department. The Board was oriented to its purpose and received the hand-outs from the State Advisory Board. At the end of the meeting a Nominating Committee was formed.

During the course of the succeeding meetings, much was accomplished: officers were elected and committees were formed; i.e. a membership committee, a by-laws committee, and a special committee on consolidation.

The Board's biggest accomplishment to date lies in its efforts to try to keep the Fairhaven and Wareham Service Offices open.

At this time the Board is planning organizational groundwork such as: assigning a date for a monthly meeting, forming by-laws, screening applications for membership and, hopefully, beginning to investigate welfare programs.

Respectfully submitted,

Vincent F. Rebello  
Chairman

September 28, 1976

ANNUAL REPORT OF THE PITTSFIELD ADVISORY BOARD

A selection committee made up of people representing social services agencies was organized by Pittsfield Welfare Director Donald J. Stack and Regional Coordinator David Demers. This committee selected members that would fit the mandated requirements. The first organizational meeting of the Board was held on February 25th, 1976 at the headquarters of the United Way. David Demers chaired this meeting and outlined for the members the role of both the area and State advisory boards.

The next meeting was held on March 17, 1976 and was held at the IUE Local 255 headquarters at 789 Tyler Street. Albert Litano, Business Agent, has been kind enough to allow us the use of the hall for our future meetings until some other arrangements can be made. At this meeting Ralph Froio was approved as chairman pro tem. The selection of officers and standing committees was postponed until the next meeting.

Although this board has been in existence a little over six months, I am happy to report that much has been done in the field of social services.

A committee made up of Ralph Froio and Allan Cassidy was appointed to draw up by-laws. We are holding up on our final draft pending the outcome of Senate Bill 533, which we understand will deal with the mandated representation of the boards.

Some examples of how we are dealing with social services: Donald Biron of the Pittsfield Welfare Department was invited to one of our meetings. Mr. Biron discussed four welfare assistance programs, including AFDC - how it applies to families that are separated, mothers that re-marry, or unemployed fathers. He also explained the work incentive program, which he noted is administered in conjunction with the Division of Employment Security. The General Relief and Food Stamp programs were also discussed.

At the next meeting Miss Carolyn Mower, also of the Pittsfield Welfare Office, discussed the donated funds program.

At the April meeting permanent officers were elected. They are: Ralph Froio, Chairman; Allan Cassidy, Vice-Chairman; Elaine Strek, Secretary and Candace Havender, Publicity.

Our board, with a committee of Ralph Froio, Allan Cassidy and Attorney Mitchell Greenwald attempted to bring funds into Pittsfield with which to put unemployed people to work on public service jobs. We made an application with the State for \$50,000 from the \$760,000 which was available for local jobs.

Our aim was to give assistance to those unemployed people who had exhausted their unemployment compensation and who the State now considered "employable". Under new regulations for the General Relief program, these persons were being denied welfare assistance. Unfortunately, our application was rejected in favor of a North Adams submission.

We have initiated public forums, feeling that in this way we can better get the pulse of the people. Our first forum was held in conjunction with our regular June meeting in the town of Adams in the northern section of the county. Our panelists at this forum consisted of Donald Boisvert, Title XX Coordinator, staff from the Adams Welfare office, and representatives from social service agencies. These included Mary Kurpaska, Margaret Brown, Paul Renard, Albert Bouchard and Albert Collins. Title XX and eligibility for food stamps were thoroughly discussed. Also, because some applicants for public housing expressed concerns about the selection process, former Pittsfield Housing Authority Chairman, Ralph Froio, discussed the process in some detail. The success of this first venture has indicated to us that similar sessions held in other parts of the county will be well received. We are planning to hold similar meetings in the central and southern sections of the county.

Our board is currently very much concerned about the curtailment of the Emergency Assistance program. We feel that many innocent and deserving people are being hurt. While we sympathize with the tight money situation and understand that some curtailment might be necessary, we feel that the curtailment rules should be written as to affect only those who are abusing the privileges, if possible, and should not be all inclusive.

In conclusion, this board, although relatively new, is striving to become an important part of the advisory system. However, it is most urgent that some better system of re-imbusement for travel expenses be found. We want to be well represented on all committees for which we are eligible, but it is difficult to appoint delegates who must use their own money for travel and then have to wait indefinite periods for re-imbusement. Perhaps some form of cash advance can be instituted.

Respectfully submitted,

Ralph J. Froio, Chairman  
Pittsfield Area Welfare  
Advisory Board

August 16, 1976

ANNUAL REPORT OF THE  
ROXBURY CROSSING ADVISORY BOARD

MEMBERSHIP OF THE BOARD

The Roxbury Crossing Advisory Board has been in existence since January 1974. As the citizen arm of the Roxbury Crossing C.S.A. Welfare Office in Boston, it draws its membership from the several communities within the area served: Allston, Brighton, Jamaica Plain, Fenway, Mission Hill, and North Roxbury. Its membership at the close of FY 76 numbered 26 and included a cross representation not only from all the above communities but also from the recipient categories of AFDC, SSI, Medicaid, and Food Stamps, from social service agencies, a labor union, City Hall, the Legislature, the Boston Public Schools, and other groups.

In addition to participating on the Advisory Board, most of the members are also active in their respective communities in such civic and community endeavors as Neighborhood Health Center Boards, youth boards, tenant unions, Mental Health Area Boards, civic associations, Council for Children, Headstart Parent Councils, Elderly Task Forces, senior citizen groups, the Legion of Mary, the Garden Society, community newspapers, neighborhood associations, the Chamber of Commerce, the Knights of Columbus, etc.

New members are nominated to the Board through a series of outreach efforts in the various communities. Mini-steering committees composed by Board members and representatives from community based agencies were convened in each community to help in the selection of new members.

ACTIVITIES OF THE BOARD

The Roxbury Crossing Advisory Board has been involved in a variety of activities over the past year, some more visible than others. The most notable of the Board's activities include the following:

Client Newsletter. Perhaps the most tangible effort of the Board has been the development of a quarterly newsletter called AWARE (Area Welfare Announcements, Resources and Events). AWARE was written and designed by the members of the Newsletter Committee of the Board for use by the residents and social service agencies in the Roxbury Crossing welfare service area, with a special emphasis on information of benefit to welfare and low-income residents.

Distribution of AWARE is done by the members of the Board and through the Board's mailing list. After collating and

stapling almost 4,000 copies of AWARE, Board members make drop-offs at key distribution points in all communities where welfare recipients and other low-income residents are most likely to go. Drop-off points include all the Little City Halls, Neighborhood Health Centers, APAC anti-poverty agencies, Day Care Centers, Headstart Programs, Boston Housing Authority offices, and community centers in the service area.

Each issue of AWARE contains the latest information regarding welfare policy and procedural changes, community resources, tenant information, etc. Each issue tends to have a special focus. For example, following the severe cutbacks in General Relief in November and December of 1975, the March 1976 issue included listings of places where impoverished individuals could obtain free food and lodging, temporary work, low-priced dentistry and health care, etc. The summer issue focused on free and/or low cost summer programs, camps and activities for children and senior citizens.

By and large, the feedback from the community and from welfare staff regarding AWARE has been very positive. Many agencies call and request to be put on the mailing list to receive AWARE. Several agencies including the local mental health facility requested copies for all their social service staff. City Hall has requested copies for all their Little City Halls in Boston, including those outside the Roxbury Crossing service area. One VNA supervisor requested additional copies for all her VNA nurses to carry around in their "little black bags". Some of the service intake staff at Roxbury Crossing call it "our bible".

Expansion of Food Stamp Sites. Several Board members from the Mission Hill community were disturbed by the fact that although there were over 3,000 individuals in the community receiving Food Stamps, only one of the four area banks sold Food Stamps, and only at certain hours and days which were of convenience to the bank and not to recipients. What further concerned certain Board members was that two of the four banks in Mission Hill were selling Food Stamps in their other branches throughout the City but not in their Mission Hill branch.

Armed with research which they had put together from a number of sources, Sally Ferraro and Roberta Kestell of the Food Stamp Committee visited the bank managers of two of the local banks. After weeks of negotiating with the local managers and with the Vice-President of Operations "downtown", in addition to a few calls to their local state representative who in turn called the Banking Commissioner, one of the banks, the Charlestown Savings Bank, agreed to sell Food Stamps. The day agreed upon was Saturday which was extremely beneficial to recipients because Food Stamps could not be purchased anywhere in Mission Hill from Thursday afternoon until Tuesday morning. This caused a hardship to those who received their checks between Thursday and Tuesday and could not wait until Tuesday to purchase their Food Stamps.

When an agreement was finally reached between the Board and the bank officials, another Board member, Judy Francey, prepared a flyer announcing that Food Stamps would be sold at the Charles-town Savings Bank on Saturday mornings beginning March 27. Flyers were mailed to all agencies in the Mission Hill area and were posted on store windows and bulletin boards in Mission Hill. Through the combined efforts of the Board, Food Stamps are now available in the Mission Hill community on Saturday mornings.

The Saltonstall Bill. In March 1976 the State Advisory Board requested input from local boards on Senate Bill 533, a bill introduced by Senator William Saltonstall to add to and revise some of the functions and membership of local boards. On March 1, 1976, Senator Saltonstall attended a Roxbury Crossing Board meeting to clarify one of the more controversial portions of the bill. Subsequently, an Ad Hoc Committee of the Board was formed to review S 533. After reviewing the proposed legislation, the Committee submitted a list of recommendations for revision of the bill to the State Advisory Board.

Although the bill never passed in the Legislature, it should be noted that when the bill was subsequently revised, it contained most of the recommendations submitted by the Roxbury Crossing Advisory Board. At one point, the Board was discouraged with the effort which they had made to submit input into the proposed legislation when they learned that the bill had been reported out of the Human Service and Elderly Affairs Committee in exactly the same form in which it had been drafted by Senator Saltonstall, without incorporating any of the recommendations which had been made by the Roxbury Crossing Advisory Board. At that point the Board (possibly because the legislative process was not clearly understood) was discouraged and vowed never to provide legislative input in the future should such a request be made. It was not until much later that the Board learned that many of the recommendations which they had made had in fact been incorporated into the final version of the bill.

Clean-Up of Welfare Office. One of the Board members, Judy Francey, negotiated with the Tau Beta Pi Honor Society at Northeastern University to take as their annual community project the refurbishing of the first floor of the Roxbury Crossing welfare office. On May 15, 1976, armed with paint, brushes, mops, pails, cleaning rags and detergents, about 20 students from Northeastern descended on the welfare office and, together with Judy, the director, the assistant director and other staff, spent an entire Saturday in 90 degree heat painting and cleaning the lobby and interviewing rooms at the Roxbury Crossing welfare office.

Health/Medical Coalition. In December 1975, in response to the drastic cuts in welfare services which were enacted by the Legislature, the Board formed the Health/Medical Coalition. As a result of the cuts, 10,000 so-called "employable" recipients

were dropped from the rolls, 27,000 General Relief recipients were denied medical services, and almost 300,000 recipients were denied hearing aids and all dentistry services.

The idea for a coalition came from the Director of the Welfare Office at a meeting in December 1975. The meeting had been called by the Allston/Brighton APAC, the anti-poverty agency in Allston/Brighton, where Agnes Porter, Chairperson of the Roxbury Crossing Advisory Board, was the Assistant Director. The purpose of the meeting was to discuss the impact of the welfare cuts on the welfare population in Allston/Brighton and methods for dealing with the cutbacks. The suggestion to form a coalition of welfare advisory boards and other concerned groups was discussed at length and December 16, 1975 was set as the date for the first meeting which would be called by Agnes Porter, as Chairperson of the Advisory Board. The first meeting was held at Warwick House in the South End, a location made available to the group by the Chairperson of the Church Street Advisory Board. With less than 10 days lead time, more than 40 representatives from welfare advisory boards, health consumer groups, health provider groups, etc. attended the meeting and the Coalition was born.

As the Coalition grew it was supported by, and included representatives from the Welfare Coalition, the Metropolitan Boston Consumer Health Council, the Grove Hall, Church Street and Adams Street Advisory Boards, the Mass. Public Health Association, the Mass. Hospital Association, the League of Neighborhood Health Centers, the Mass. Health Council, the Jamaica Plain Wide Health Coordinating Committee, the Mass. Association of Halfway Houses, the National Association of Social Workers, the Office of Community Health Services at the Peter Bent Brigham Hospital, the League of Women Voters, the State Advisory Board, the Medical Survival Group at the Grove Hall C.S.A. Welfare Office, the Mass. Law Reform Institute, the SSI Advocacy Center, the Human Service Coalition Alert, the Greater Boston Legal Services, the Low-Income Planning Aid, the Committee for Decent Medical Care, and several other advocacy, consumer health and medical provider organizations and groups.

Although chaired by Linda Winchell, former president of Lynn Welfare Rights and member of the State Advisory Board, the Coalition operated under the direction of a Steering Committee which included its Chairperson, Linda Winchell, Agnes Porter, Myron Allukian, President-Elect of the Mass. Public Health Association, and Helen Cox, staff assistant to the Roxbury Crossing Advisory Board. Flyers called "Medical Alert" were periodically updated in accordance with necessary legislative action and were distributed to the Board's mailing list and to supporters and members of the Coalition for dissemination to their respective membership. At one point, the Coalition's flyer was printed in its entirety on the front page of the Jamaica Plain Citizen.

In the spring of 1976, under the sponsorship of a community action grant from Harvard/Radcliffe, the Health/Medical Coalition was provided with a part-time staff assistant, Sarah Royce, for three months. Sarah received a stipend to work with the Coalition under the direction of the Steering Committee. Through her efforts the activity of the Coalition was greatly increased, especially during the last month of the budget process in June 1976. Numerous mailings, flyers, and telephone calls were made to coordinate information and strategy with other advocacy groups. The Coalition later learned from numerous sources that the Legislature was flooded with letters and telephone calls as a result of the efforts of the supporters and members of the Coalition. Finally, as we all know, on July 1, 1976, dentistry and hearing aides were completely restored, and there was some limited restoration of outpatient services for General Relief recipients.

The Coalition also prepared a fact sheet on Hill-Burton funds. In October we learned that the information which the Coalition had provided its membership about Hill-Burton monies had enabled a community group in Lynn to persuade a local hospital to provide certain services for the community.

Selection of Outreach Site. When the Director of the Roxbury Crossing Welfare Office made the decision to make social services and food stamps more accessible to the residents of his service area by placing social service and Food Stamp staff on a part-time basis in the community, he turned to the Board for advice on the selection of the most feasible and accessible sites in their communities for such outreach. Once sites were determined, Board members from the particular communities were again invited to participate in the orientation meeting held between the staff being placed in the field and the staff of the host agency.

Community Education. Notices of Board meetings are sent monthly to a mailing list of 125 agencies, groups, and individuals. Included with the notice is a cover memo from the Chairperson of the Board which explains in layman's language any new policy or procedure which has been enacted by the Department in the previous month which will have an affect on recipients. Service agencies receiving this information are reminded to pass the information on to the appropriate staff and to advise their welfare clients/patients of the new policies and procedures. It should be noted that the Board and its staff assistant constantly receive requests from agencies and individuals to put them on the mailing list. In addition, all the legislators in the Roxbury Crossing service area have been placed on the mailing list to receive AWARE and other information about the Board.

At the beginning of 1976, one of the Board members, Don Gillis, in conjunction with a community based program in the Fenway, started a regular monthly column in the Fenway News entitled "Welfare Notes".

Like AWARE, this column tries to highlight the most recent welfare changes as well as to clarify existing welfare policy. Board members from the Mission Hill community have discussed the possibility of establishing the same type of column in the Mission Hill Good News and in other community newspapers in the Roxbury Crossing service area.

It is the hope of the Board that such an information flow will facilitate communication and understanding in the community of both new and old welfare policies and procedures. Through the mechanism of the monthly mailings and newspaper columns, residents in the Roxbury Crossing service area can be kept abreast of important welfare policy and procedural changes.

Social Service Reorganization. The Roxbury Crossing Board has followed the various proposals for reorganizing social services. For most members, it is not clear whether reorganization would be beneficial or detrimental to recipients. It is difficult to understand how it will be easier or better for recipients to get services from two separate agencies, particularly as they now have difficulty getting services from one. Board members raised several concerns in the area of interagency cooperation between the proposed social service and assistance payments agencies. Also, the impact that such a reorganization would have on welfare advisory boards was unclear.

The Board developed a list of ten concerns which it presented to Secretary of Human Services Jerald Stevens at a State Advisory Board meeting on June 3, 1976. The list of concerns was also shared with the State Advisory Council to the Office for Children.

Summary. Despite the Board's activities, concern has been expressed repeatedly by the members: "Does anyone in the Department really listen to its citizens boards?" "What is the point of submitting input concerning Department policy and procedure when there is seldom any feedback as to how the input was utilized, and if not, why?"

During the first two years of the Board's existence there was much disillusionment by Board members because of their feelings of impotency before the huge bureaucracy of the Department. After what appeared to be a series of "putdowns" by the Department, the Board turned away somewhat from the "larger" issues, such as trying to affect Department policy in any meaningful way and/or in trying to turn administrative intent and Legislative action around. Instead, energies were directed to projects on a smaller scale including those mentioned earlier.

Nonetheless, many members of the Roxbury Crossing Advisory Board do not believe that they can in conscience turn their back on the larger issues which so dramatically affect the poor. As

a result, the Board attempts to maintain a balance between the larger and smaller issues. The Board is continuing to try to focus its energies where it can be most effective. In this task, it has been very fortunate in having a very involved and concerned director in Paul Kussman, and a very dedicated and energetic staff assistant, Helen Cox.

ANNUAL REPORT OF THE WOBURN ADVISORY BOARD

The Woburn C.S.A. Advisory Board, formed in compliance with the General Laws of the Commonwealth, was approved by the State Advisory Board and Commissioner Sharp on July 8, 1976. The twenty-four member board is representative of the many communities served by the Woburn C.S.A. Office.

The first meeting of the Board was held on July 28, 1976, with Mrs. Jean Cronin, Chairperson Pro Tem. Ex-officio attendants were Frank Ryan, Woburn C.S.A. Director, and Teresa L. Eisenhower, Regional Coordinator for Local Boards in the Lawrence Region.

Self-introductions and individual statements of interest in Board membership were well received prior to conducting business of the meeting. The unanimous sentiment of the Board was that orientation to the programs and structure of the Welfare Department is vital to the Board's identification of its role.

Following Mr. Ryan's announcement of his retirement on Oct. 1, 1976, a five member Search Committee was selected to work with the Lawrence Regional Administrator in the selection of an administrator for the Woburn C.S.A. Office.

It was voted that regular monthly meetings will be held on the fourth Wednesday of each month at 2:00 P.M.

Respectfully submitted,

(Mrs.) Jean Cronin  
Chairperson, Pro Tem





# Commonwealth of Massachusetts Department of Public Welfare

STATE ADVISORY BOARD

1977 ANNUAL REPORT



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\* \* \*

FRANK E. A. SANDER

CHAIRMAN



STATE ADVISORY BOARD

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# *The Commonwealth of Massachusetts*

## **State Advisory Board**

*Department of Public Welfare  
600 Washington Street  
Boston, Massachusetts 02111*

**FRANK E. A. SANDER**  
*Chairman*

November 1, 1977

TO: Governor Michael S. Dukakis and the Members of the General Court

In accordance with Chapter 19 of the General Laws, the State Advisory Board to the Department of Public Welfare herewith submits its Annual Report.

One of the major accomplishments of the Board this year has been the completion of the Local Advisory Board network. Through the persistent efforts of the Subcommittee on Local Boards and Leah O'Leary, our former Staff Assistant, the full complement of thirty-eight boards is now in operation. In 1978, we plan to concentrate on developing and refining the process whereby citizens can participate with increased effectiveness in decision-making. Local boards are being encouraged to communicate with each other and with the State Board, by sharing their activities, successes and problems. One of the major ways in which this is happening is via a newsletter, the first issue of which was recently published. We also hope to encourage more regional meetings between chairpersons and their representatives on the Board, as well as to increase discussion between Department staff and Board members. Finally, we have instituted an ombudsman mechanism for airing complaints and grievances in the operation of the welfare system (see page 10). All of this activity will help boards to gain a better understanding of Department functions and the points at which citizen participation can be most effective.

This year the Board deeply involved itself in two important policy areas: the Emergency Assistance Program and the Work Experience Program. Both experiences, described more fully in the Report, are examples of the way in which the Board is working to participate in policy decisions. With respect to effectiveness of input, both experiences may be called successful. As regards results, the final returns are not yet in. In any event, the Board looks forward to the continuing process of working more closely with the Department.

It is important, however, that our activities on these two major programs not obscure the many ways in which the Board can influence the Department's activities on a myriad of less visible and controversial but equally important issues. The Report provides a number of illustrations of that principle.



Much of the work of the Board would have been impossible without the warm support and cooperation of Commissioner Sharp. The Department is fortunate to have at its head an individual of such integrity, industry and compassion. He and his staff have been most helpful in providing us with information enabling us to make thoughtful and intelligent decisions. I would also like to express my personal gratitude to the members of the Board for their dedication and enthusiasm throughout the year, and to Leah O'Leary, our former Staff Assistant, for her loyal years of service to the Board.

Respectfully submitted,

*Frank E.A. Sander*

Frank E.A. Sander  
Chairman



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## I. ASSISTANCE PAYMENTS

### A. Emergency Assistance

This year, the board has continued to be concerned about the Emergency Assistance Program. In January, Commissioner Sharp commended the Board for its participation in the FY76 reestablishment of fuel and mortgage arrearage payments. In addition, in view of the uncertainty created with respect to the Emergency Assistance program as a result of the Federal Court decision handed down by Judge Skinner, the Commissioner requested Board input in the choice of program options.

In order to educate itself more fully on the issues involved, the Board set up an ad hoc Emergency Assistance Committee, chaired by Stanley Gawle, which included both Department staff and Board members.

Through the Committee the Board researched the various options in the program. Steve Kane, Assistant Commissioner for Assistance Payments, and Martin Abramowitz, Assistant Commissioner for Research and Planning, were invited to a Board meeting to report the results of a research study of requests made to the Department for Emergency Assistance funds. Peter Anderson of Massachusetts Law Reform also attended a Board meeting to present his perspectives on Emergency Assistance. The Board, in addition, utilized data from public hearings, Department documents and statistics in its deliberation.

On March 31, 1977, the final report of the Committee was presented to Commissioner Sharp and to the Board. On April 28, 1977, the following motions were made and seconded:

MOTION: With respect to gas and electric rates, the Department shall make clear the potential impact on recipients at hearings held to establish rates. Passed unanimously.

MOTION: A flat amount for clothing grants should be established in place of the current procedure for itemizing items of clothing. Passed unanimously.

MOTION: Cribs should be continued to be authorized, but not through the Emergency Assistance Program; rather, the current non-Emergency Assistance flat grant of \$50 for a layette should be increased to include an allowance for a crib. Passed unanimously.

MOTION: The Department should pay up to four months of arrearages; no distinction should be made between recipient and non-recipient status. Defeated by a vote of 3 in favor, 6 opposed.

MOTION: The Department should continue the 12 month Emergency Assistance Program as it is in existence now under Court order and this program should be reviewed after one year. Passed by a vote of 6 in favor, 3 opposed.

It is worthwhile to note that many local boards participated in the process of choosing options for the program by writing letters to the Commissioner, and attending the public hearing in order to state their positions. It is to be hoped that such co-operation and communication between the State Board, local boards and the Department will continue to grow.

Partly as a result of the input from the State Advisory Board and the public hearing, the Department made several recommendations which included:

- revision to four months for payment of shelter arrearages and six months for payment of utility arrearages;
- increasing moving expenses to \$150.00;
- increasing the allowance for cribs and mattresses to \$75.00;
- updating the current cost standard for furniture and clothing items.

#### B. Work Experience Program (Workfare)

Throughout this year, the Board has devoted a great deal of energy to researching this program, meeting with key planners, including the Governor, and vigorously making its position known to the Department and the general public.

On May 19, 1977, the Board held a special meeting on Workfare with Jerald Stevens, Secretary of Human Services, and Richard Anderson, Undersecretary of Economic Affairs. At this meeting, the Board unanimously passed the following motion:

- "That the Chairman, 1. appoint an ad hoc Workfare Committee;
2. send notification to the Governor that such a committee has been formed;
  3. request that all materials on Workfare including working papers be made available to said Committee;
  4. request that the Governor meet with the Advisory Board after receipt of the Workfare Proposal but before the public hearing on the proposal."

The Committee spent the next month thoroughly researching the Work Experience Program, and educating itself and the Board on the implications. Meetings were held with Administration officials of the E.O.H.S., Job Creation Task Force, D.E.S., and W.I.N. On June 20, 1977, the Board voted to reject the program as it stood, by a vote of 10-1. In a statement, the Board expressed its support of the objectives of the Work Experience Program for AFDC-Unemployed Fathers, but recommended that the proposed plan be rejected for the following reasons:

1. The proposed Work Experience Program offers many of the same services that could be available to AFDC-UF clients if the bureaucracy were working properly. Money would be better spent increasing the effectiveness of existing programs such as the Adult Work Experience Program of C.E.T.A., Title VI of C.E.T.A., W.I.N., D.E.S., and Massachusetts Rehabilitation Service.
2. There has not been sufficient time for planning, deliberation and development of relevant data to justify launching such a controversial and important program.
3. The Administration is looking solely to Utah's W.E.A.T. (Work Experience and Training) plan of mandatory work experience as the basis of the W.E.P. proposal. The Board feels that a small, non-industrial, right-to-work state with a small welfare population is not an adequate basis for launching a much more ambitious program in Massachusetts, where conditions are quite different. The experiences in New York and California with similar programs are not encouraging.

4. Since there is no pay for work performed, the potential is strong for creating a permanent class of forced laborers who will perform the jobs which society will not financially support.
5. Considering the potential pool of workers, who, according to the Governor, "are unlikely to qualify for either a job or job training program without additional skills and evidence of satisfactory work habits", the supportive services as stated appear to be insufficient to prepare them for jobs in the open market.
6. Although it is estimated by the Administration that the W.E.P. will result in a net savings to the state, the cost figures are questionable. Prior experiences with Workfare programs in other states indicate that they are not cost-effective.
7. There is no safeguard that W.E.P. workers will be placed in jobs that are suitable to the skills they have.
8. A Brookings Institution study shows that people who experience repeated failure in the world of work become more accepting of welfare. Presumably this could happen to those who do not move into the labor market following involvement in the Work Experience Program.
9. The program does nothing to increase the total number of jobs in the state.
10. Even if there is an expanding job market, W.I.N. is not placing anywhere near all their potential workers now, so the W.E.P. and W.I.N. people would be competing for the same job pool.

On June 27, 1977, the Board released its position and reasons to the press. Shortly thereafter, Chairman Sander wrote to the Acting Regional Director of the Department of Health, Education and Welfare, Warren McFague, apprising him of the Board's position, and asking him to hold public hearings on the Work Experience Program. Mr. Sander also expressed concern over the departure from federal welfare policy represented by the program.

Also on June 27, 1977, the Board met with Governor Dukakis, Secretary Jerald Stevens and Commissioner Sharp, and engaged in an hour-long discussion of the Work Experience Program. The meeting was an opportunity for the Board to present its position, and afforded a useful and constructive exchange of views.

The public hearing on the Work Experience Program was held on June 30, 1977. Mr. Sander delivered testimony on behalf of the Board. He expressed disappointment over the hasty process of policy formulation, and the minimal degree to which the Welfare Department was involved. The Board itself, he pointed out, first heard about the proposed program from the newspapers. He then outlined the Board's position, stressing the desirability of strengthening existing programs. It would perhaps have made sense, he emphasized, to "run a small, carefully designed experimental program that addressed itself to some of the issues here at stake." He also pointed out that the program as presently constituted made no provision for a "careful, disinterested evaluation to assure that after spending the proposed million dollars we will know more than we do now about the intractable questions of work placement."

The State Board's participation in the planning process of the Work Experience Program was considerably strengthened and validated by input from local boards. Information on the State Board's activities and position was sent to all local advisory boards, many of

whom publicly stated their support of the position of the State Board to both administration officials and the media. This process affords a glimpse of the potential impact a statewide network of concerned citizens may have on policy formulation.

## II. TITLE XX

The Title XX planning process, whereby Federal Funds for social services are requested as reimbursement to the state, heavily involved local advisory boards and the State Board this year. On April 28, Stanley Moss of the Title XX planning unit attended a Board meeting, and requested that the Board complete the Title XX issues survey, both as individuals and as a group. The Survey was designed to solicit information concerning perceived needs and priorities in Social Services.

Throughout the Spring, Title XX planners visited local advisory boards in every region of the State, and requested their help in filling out the survey as well. The results obtained were an extremely useful source of information as the Department developed its Social Services budget request for FY79.

In September, when the six hundred page Welfare Budget was filed with the Executive Office of Human Services, the Title XX planners visited the local advisory boards once again to thank them for their participation, and to share with them the results of the survey. Many of these meetings turned into lively discussions of the findings, as the boards exchanged their views with the Title XX representative. Many boards expressed the wish to continue participating in the budget process in this manner. In fairness, however, it must be noted that some boards were less than satisfied with the process. Several boards felt that not enough information was given them in the survey to enable them to make thoughtful choices, and expressed doubts about the survey's utility.

### III. MEDICAL ASSISTANCE

#### A. Relative Responsibility - H.182

This bill, filed by the Department this year, was designed to develop a pilot program under which adult children receiving more than \$20,000 of taxable income per year could be held responsible for some small contribution toward their parents' nursing home expenses paid by Medicaid.

The Board carefully considered the complex issues involved in this legislation, and passed the following motion on April 28: "That a letter from the Board be sent to Secretary Califano indicating the support of the Board for a pilot project in relative responsibility." The basis for this motion was that the Board believed there was a clear need for additional data on this issue, and that such data was most likely to emerge from the proposed experiment. In September, the Commissioner informed the Board that the needed waiver from H.E.W. had been denied, but he indicated that the Department would protest H.E.W.'s action and continue to press for a favorable response to the Department's request.

#### B. Medicaid Advisory Council

At the beginning of the year, the chairperson of the Medicaid Advisory Council, Dorothy Garrison, attended a Board meeting and was introduced to the Board. Since the Board had spent considerable amounts of time the previous year in monitoring the Medicaid program, especially General Relief Medical and Optional Medicaid services, and Hospital Charge Control Legislation, it was felt that contact should be maintained with the Medicaid Advisory Council. Should the need arise, the Board is prepared to work with the Council on issues of common concern.

#### IV. FOOD STAMP COMMITTEE

The Food Stamp Committee is in its third year of working with the Department in an advocacy and advisory capacity. During the past twelve months the committee has gone through periods of activity and of reflection in an effort best to represent the views of low income individuals in Massachusetts. The major issues discussed by the committee this year included: a) establishing a close relationship with the Welfare Advisory Board; b) advocating for state outreach performance; c) working with the Mass. Law Reform Institute and the Department for emergency need regulations; d) working on Food Stamp Month with the Emergency Food Service/M.A.S.S.C.A.P. staff and the Department; e) advocating federal legislation favorable to New England and f) holding regional hearings throughout the state to give food stamp consumers an opportunity to discuss the program.

The Food Stamp Committee was originally formed as a subcommittee within the State Advisory Board structure. However, the strength of the Food Stamp Committee came from individuals who had no connection with the Advisory Board and the Committee gradually became increasingly independent of the Board. In the spring and summer of 1976 the Committee assessed its strengths and weaknesses and decided to try to work more closely with the Board. That relationship was renewed in January, 1977, with the seating of the Food Stamp Committee chairperson on the Board. It is the hope of the Food Stamp Committee that increased communication between the Food Stamp Committee and the Welfare Department will mean increased effectiveness of the program.

Working with the Department on the Food Stamp Outreach Plan has been the most difficult and frustrating activity for the Food Stamp Committee this year. While the Department has been responsive to many of the needs demonstrated by advocates and recipients for low income individuals it has never attempted to have an adequate plan for food stamp outreach. The only outreach anywhere in the state is the work of one man in the Springfield region. The Food Stamp Committee has tried repeatedly to persuade the Department to activate its outreach staff to reach the remaining 15% eligible for food stamps. It is hoped that with the staff increase of September, 1977, outreach will become a priority.

Among the most successful of this year's endeavors was the work done with the Department and the Mass. Law Reform Institute concerning emergency needs regulations. An Emergency system was instituted this year which provides for same-day issuance of Authorization-to-Purchase cards for people in dire need situations. In addition to instituting the system, the Department, prompted by the Food Stamp Committee, has provided posters for the reception area of each W.S.O. explaining who is eligible to receive an emergency A.T.P. card.

April, 1977 was designated as Food Stamp Month and the Emergency Food Service/M.A.S.S.C.A.P. staff worked with the Food Stamp Committee and the Department to develop and coordinate activities aimed at making sure that all eligible food stamp consumers throughout the state receive their benefits. Six major events and countless individual efforts took place across the state and resulted in the highest participation period for the Food Stamp Program in Massachusetts.

Federal control of the Food Stamp Program was once again an issue this year. Food Stamp "reform" legislation was proposed throughout the year and individual committee members and the Department lobbied for legislation that would be fair to Massachusetts and New England. In the end legislation was passed that is much less favorable than the present system to any state that has a high cost of living and depends on imported

fuel. Although much statistical speculation has been accumulated to determine the effect of the new legislation in Massachusetts the specific results remain to be seen. The Food Stamp Committee will be participating in a U.S.D.A. hearing planned for October, 1977 which will deal with the regulations to be promulgated under the new legislation.

In the Spring of 1977 the Food Stamp Committee decided to hold regional hearings throughout the state to hear food stamp consumers discuss how the program works for them. To date one hearing has been held in the Western part of the state and upcoming hearings are anticipated for other regions. It is the hope of the Food Stamp Committee that testimony from these hearings will give direction to its activities in the coming year.

## V. ADMINISTRATION

### A. Qualifications for C.S.A. Directors H.6721

This legislation, originally filed as H.184 by the Department, would change the qualifications for Community Service Area (C.S.A.) Directors. Presently, all applicants for the job of C.S.A. Director must have a Master of Social Work degree, plus five years of administrative experience in a human service delivery system. Most local offices are currently searching for directors, and are finding that their pool of candidates is limited by this requirement. There are many candidates who have had years of administrative experience in the Department, who would be excellent C.S.A. Directors, but who do not have a Master of Social Work. In addition, it was felt by many within the Department that a social work degree should not be the exclusive academic credential of a C.S.A. Director. A business or management degree, for example, would also provide the necessary skills. The legislation would allow the substitution of three years social service experience for the Master of Social Work degree now required.

On February 3 the board voted unanimously to support H.184. The Bill received favorable action in the House and is now in the Senate Ways and Means Committee with its new number, H.6721. It is expected and hoped that the bill will be reported out favorably and enacted in this session.

### B. Substate Boundaries

The objectives of the substate boundaries activities of the Department were communicated to the Board by Robert Cassidy, Associate Commissioner for Field Operations. On March 3rd, he met with the Committee on Local Boards and explained that, by creating common substate boundaries among state agencies, an effort will be made to cement relations and develop coordination between related agencies, such as Department of Youth Services, Office for Children, etc. The focus of the effort will be how best to serve the clients of a given area. To this end, attempts are being made where needed to coordinate service delivery across human services agencies' boundaries. At the same time, an effort will be made to minimize disruption of existing relationships.

Because of the implications for local boards, the State Board has closely monitored the implementation of substate boundaries, and has requested information from Mr. Cassidy's office on how local advisory boards would be affected. Mr. Cassidy advised that for the time being, boards should be continued without change, pointing out that the basic criterion should be the interests of the citizens in the areas served. If a board finds itself serving two or more catchment areas, adjustments in members can take place as memberships expire.

## VI. LOCAL ADVISORY BOARDS

### A. Development of Local Boards

This year has seen the last of the thirty-eight local advisory boards established. This accomplishment is a significant one, representing several years of hard work and cooperation between the State Board, existing local boards, and the Department. The Subcommittee on Local Boards, and the earlier Task Force on Local Boards, served as a unifying and driving force behind this effort. Leah O'Leary, formerly the staff assistant to our Board, also deserves much credit for this achievement.

The task of further developing this citizen advisory network is now paramount. In recognition of that fact, the Department has announced a new position in the Office of Field Operations - the Community Liaison Officer. This person will be assigned to work with all local boards, with the following specific responsibilities:

- Consulting with C.S.A. Directors and local advisory boards regarding the organization, goals, objectives and tasks of these boards.
- Keeping local advisory boards advised of Departmental changes and reporting the Board's stand on such changes.
- Coordinating the activities of the local boards with those of the State Advisory Board.
- Monitoring the implementation of local boards in accordance with statutory requirements.

The staff of the State Advisory Board will be working closely with the Community Liaison Officer with the continuing goal of encouraging communication and profitable exchange between the local boards and the State Board. One primary effort will be the establishment of an ombudsman mechanism - a clear procedure whereby local boards having specific complaints or grievances about the administration of the welfare system can forward these to the Community Liaison Officer, who will then direct them to the appropriate Departmental official at the same time keeping track of when a response is received. When an issue has broad implications or cannot be resolved in this way, it will be referred to the State Advisory Board for further action. In addition, the State Board has begun publication of a newsletter to facilitate a better information flow between the State and local boards.

The Committee on Local Boards has also been changing its focus. Toward the end of this year, it was decided that the Committee should encourage more local boards to participate by bringing more local issues and concerns for scrutiny by the Committee. Staffing of local boards, for example, has become an issue this year and the Committee is exploring various possibilities with the Department. Local boards will be urged to send representatives to meetings of the Committee and to use the Committee as a forum for exchange and development of new ideas.

### B. Regional Representation

Members of both state and local boards have often stressed the importance of the State Board adequately representing all welfare regions of Massachusetts. In response to this concern, the Board voted on March 3, 1977 to pass the following motion:

"That the Board recommends to the Commissioner that in future appointments (either in filling vacant positions or in appointing to an enlarged Board) every effort should be made to have all regions represented on the Board;

until that time, if any region is not represented on the Board, a member of the Board should be designated as a contact person for those regions not otherwise represented."

Such a system, it was hoped, would improve communication between the State Board and local boards and serve as a possible focus for regional collaboration. The following is a list of the Regional Contact Persons:

Boston - Barbara Harrell  
 Greater Boston - Ellen Lipson  
 Worcester - Kerrie Jones Clark  
 New Bedford - Prof. Leonard Bloksberg  
 Lawrence - Georgia A. Gray  
 Springfield - Iris E. Paton

#### C. Selection Process of C.S.A. Directors

This year saw the culmination of the exhaustive efforts of the Committee on Local Boards that were described in the 1976 Annual Report. The Committee, working closely with Department officials, participated in the drafting and completion of "Administrators Letter 202", establishing "an open process for the recruitment, screening and selection of candidates for the position of Community Service Area (C.S.A.) Director in the Department" and setting "guidelines for C.S.A. Advisory Board participation in the selection process". On March 31, 1977, the Board voted to approve the draft.

The letter was promulgated June 22, 1977, and the procedures described therein became effective as of July 1, 1977. This letter is a concrete example of the impact a collaborative effort by state and local boards can have on Department policy. Many local boards have already participated in choosing the Director for their C.S.A. Office, and have successfully filled the specific role assigned to them by this Administrators Letter.



## VII. FISCAL YEAR 1979 BUDGET

It has been the goal of the Budget Committee of the Board to participate as much as possible in the budget process of the Department. This year, the Committee has met with Finance personnel in charge of preparing the FY79 budget, as well as the Assistant Commissioners in charge of Administration, Social Services, Medical Assistance, Assistance Payments and Field Operations. As a result of these meetings, the Budget Committee was able to provide the Board with a substantial amount of detailed information on the Department's budget requests.

At its September meeting, the Board discussed the budget request at great length with the Commissioner, and unanimously passed the following motion:

"That the Board strongly supports such items in the FY79 budget as: cost-of-living increases, expansion of General Relief Medical Coverage, revising the General Relief employability determination process, and splitting the Medicaid Account into three sections; and that the Board meet with the Governor to express this support."

This year the Board has also addressed the issue of achieving a better understanding of how the Department functions, how program decisions are made, what the budget implications are and, finally, how the Board can have a more significant impact on program and budget decisions. To this end, the Board is considering reorganizing its committee structure so that there will be one committee specializing in each of the following areas: Assistance Payments, Social Services, Medical Assistance and Administration. The chairperson of each committee would be a member of the State Advisory Board, with the membership including (but not limited to) interested persons from local advisory boards. Each committee would determine suitable issues for consideration by meeting with appropriate members of the Department and discussing possibilities with the Board. It would study, question and hopefully give new insights on the activities of that Departmental division.

The Budget Committee would continue to be a broad-based group. Membership would be expanded to include at least one specialist in each of the four program areas. In addition, current members could join the speciality groups. The Committee would meet periodically to review the budget implications of what the specialists are learning. As needed, the Budget Committee would request meetings with the Finance Office for further clarification or information. The Committee would then make recommendations on policy and priorities that should have the attention of the Board before the Department finalizes its budget request.

At its September meeting, the Board tentatively approved this reorganization plan, but noted that the current Board membership of fifteen is not enough to sustain so many new committees. It was decided that until the bill to enlarge the Board (see below) becomes law, the Chairman would assign only one member to each area (see Appendix II for a listing of these assignments). This would be a temporary measure to allow the Board to begin educating itself more intensively on the budget process.

### VIII. WELFARE REFORM

One of the bigger issues facing the Department this year is national welfare reform. President Carter's plan is being analyzed and digested by interested groups throughout the state, as well as affected state agencies, in attempts to assess the implications for Massachusetts.

The Board started this monitoring process early in March, with one member attending meetings of the Massachusetts Ad Hoc Committee on Welfare Reform, and reporting back to the Board. In addition, the Board was provided with copies of the Commissioner's statement before H.E.W. Regional Hearings on Welfare Reform, and was invited to discuss the options with Martin Abramowitz, Assistant Commissioner for Research and Planning, on April 28. Mr. Abramowitz attended another Board meeting in September, and gave a detailed and comprehensive report on the latest information available from the Federal Government. Of particular interest to the Board was the change in benefit levels and how Massachusetts might continue to ensure adequate coverage to its citizens.

It was decided that in view of the complexities of the issues, detailed study by the Board was warranted, and a committee on National Welfare Reform was set up by the Chairman. The Board agreed that the Committee would be charged with the tasks of assessing the implications of national welfare reform on Massachusetts, and proposing recommendations to be made to the Commissioner. Mr. Abramowitz expressed his willingness to work closely with the Committee in its endeavors.

## IX. LEGISLATION

### A. Saltonstall Bill - S.524 (also known as H.498)

This bill was filed last year as S.533 by Senator William Saltonstall. The purpose of the legislation was to broaden the responsibilities of the local advisory boards, and to ensure that they are balanced in their membership. Last year, the State Advisory Board and several local boards participated extensively with the Senator's office on a redraft of the bill and the bill in final version was acceptable to all concerned. Although S.533 did not pass last year, it has been refiled this year as S.524. At the time of this writing, the redrafted bill is before the House Ways and Means Committee. The Board will continue its support of this bill.

### B. H.2966

This bill was refiled this year by Representative Barney Frank at the request of the Board. It provides for the enlargement of the Board from fifteen to twenty-five members. It was felt that a larger Board could more effectively monitor the many facets of the Department functioning and service. This bill is still before the House Ways and Means Committee. The Board will continue to make every effort to ensure its passage at this session by seeking to convince the legislature that it would clearly be in the public interest if ten more citizens were permitted to give freely of their time and energy by serving on the Board.

### C. H.6420: Prohibiting the Use of Medicaid Funds for Abortion Purposes

This legislation, also known as the "Doyle/Flynn Bill", received a great deal of attention in the media during the latter part of the year, owing to its highly controversial nature. Both Governor Dukakis and Commissioner Sharp expressed their opposition to the bill, the Governor by vetoing it, and the Commissioner by stating publicly that the bill was discriminatory against poor women. At its meeting on September 8, 1977, the Board voted unanimously to commend Commissioner Sharp and Governor Dukakis for their opposition to the bill.

APPENDIX I

ANNUAL REPORTS OF

LOCAL BOARDS

## ANNUAL REPORT OF THE ADAMS STREET ADVISORY BOARD

The Adams Street Advisory Board represents the Dorchester, Mattapan, Hyde Park and Roslindale Sections of the City of Boston. The organizational highlight of the past year was the implementation of the "Committee Approach" to Board operation. The Board membership was divided so that each of its members served on one of the following Committees: Nominating, Legislative, and Special Projects. Because the Committee approach worked so well over the last year, this annual report will utilize the same format.

### NOMINATING COMMITTEE

The need for an active, articulate concerned membership is a crucial one for all advisory boards. The Adams Street Advisory Board actively addressed this need during the past year. Our efforts took the form of a three-pronged attack on the problem. The Board advertised for new members in each of the local newspapers serving our geographic area. Secondly, each of the board members participated in the endeavor by distributing leaflets at various locations throughout the Community. Lastly, the Department staff was encouraged to actively solicit new members for the Board from their caseloads.

Through these combined efforts Patricia Canty, Chairperson of the Nominating Committee, was able to report at our last meeting that the membership situation looks much more optimistic than at any time in the past. At the time this is published these efforts should have culminated in a full, active board membership.

One obstacle to active board participation is the large geographic area that the Adam Street CSA covers. Traveling to the Adams Street Office for meetings often posed a problem for our members from the Hyde Park/Roslindale areas in the past. To eliminate this obstacle to the recruitment of new members the Board adopted the concept of rotating its meetings to different sites within our geographic area. Firm sites have been decided on and this change should result in more active board participation.

### LEGISLATIVE COMMITTEE

Many problems which exist in the provision of social services at the local level are the direct outgrowth of budgetary constraints at the state level. Realizing this the Board included participation in the budgeting process as a goal in last year's annual report.

In September, largely through the efforts of Mr. Edward Murphy, a formal legislation committee was established to review pending bills in the House and Senate affecting the Welfare Department. Two of the more important bills the Committee reviewed were Senate Bill 524, the Saltonstall Bill and House Bill #4856, calling for the re-organization of the Youth Service Board. The Advisory Board also became very involved with House Bill #1 for FY77 while it was still in draft format. The Board sent a representative to the meeting between the State Advisory Board and the Department's Finance Director, Mr. Andy Griffiths. Through these endeavors, board members became aware of how the budget develops from the Department Administration through the office of Human Services, to Administration and Finance and finally to the legislature. This experience will provide the groundwork for more advocacy work in the years to come.

In addition to the legislative involvement, the Adams Street Advisory Board was also active in participating in the Department's Title XX planning for FY78 and FY79. The board established a subcommittee to review how the Department planned to utilize the federal funds. After the subcommittee made its report the Board was able to make a number of meaningful recommendations to the Department. Working closely with Mr. Michael Early, Title XX Planner, 600 Washington Street, Boston, and Mr. Michael Walsh, Associate Regional Administrator for Social Services in Boston insured that the board's suggestions were not only conscientious but feasible given the fiscal restraints the Department faces.

Lastly the Emergency Assistance program changed a number of times during this year. The entire board expressed concern over these changes. Ms. Mary Gray represented the board at a public hearing held to seek citizen input around this program. Through its efforts the board was able to keep abreast of changes and provide input in this crucial program area.

### SPECIAL PROJECTS COMMITTEE

#### A. Personnel Staffing

As mentioned in the 1976 Annual Report one of the goals outlined for the past year was to address the chronic staffing shortage at the Adams Street C.S.A. Mrs. Gunderson was instrumental in spearheading a drive to alleviate this crisis. Her efforts eventually involved either personal contact or correspondence with the following people:

Professor Frank E. A. Sander, Chairman, State Advisory Board  
Mr. Austin A. O'Malley, Boston Regional Administrator  
Mr. Robert Cassidy, Assistant Commissioner for Field Operations  
Mr. Alexander E. Sharp, Commissioner, Department of Public Welfare

Staffing shortages are not unique to the Adams Street CSA but appear the direct result of the state's attempt to use zero-based budgeting during a time when the total number of recipients is rising.

Realizing the statewide nature of this problem, and the statewide constraints to possible solutions our board is still able to report progress in this area. A direct outgrowth of the Board's activity was the establishment of the "Staff Equalization Committee" at the Boston Regional Office Level.

The purpose of this committee is to insure that all CSA's in the Boston Region are staffed at the same level. (i.e., Worker/caseload ratios and supervisor/worker ratios should be standard throughout the region.) When the personnel needs of the Adams Street CSA were compared to the other Boston Offices from this perspective, Adams Street was able to obtain more personnel by internal transfers within the region.

#### B. Cooperation with other Boards

The first two years of the board's existence were highlighted by the board establishing itself as a functioning unit with by-laws and operating committees. During the past year the Board seemed to evolve to a higher level of operation. There was a growing concern among board members about how do we impact the system to effect changes.

The Spring Conference held in Worcester helped to crystallize this feeling by meeting with people from the other Boston boards. It became apparent that our concerns

were largely mirrored by the other advisory boards within the City of Boston. From this realization came an increased dialogue with the other Boston boards. This first manifested itself in Title XX citizen input for FY 78 & 79 discussed above. Not only was this board actively involved in this process but more importantly we shared our views and concerns with all of the other Boston Boards thereby insuring a more uniform response and more effective input from the entire city as to how the Department plans to spend these important monies. By expanding on this experience the Adams Street Advisory Board in conjunction with the other Boston Boards should have a much greater input concerning pending legislation affecting the Welfare Department.

#### C. Qualifications for C.S.A. Directors

In June of this year the Department issued a state letter outlining the procedure to be followed in appointing a CSA Director when a vacancy occurs. This departmental letter was a direct response to recent legislation establishing guidelines in this important area. The Adams Street Board contacted each legislator from our area expressing our concerns about House Bill #184. While the final bill did not mirror our concerns exactly, it represents a step forward by delineating exactly what role the local advisory boards will play in this important process.

#### CONCLUSION

In conclusion the Adams Street Board can point with pride to our many accomplishments during the past year. Under the chairmanship of Mrs. Marie Gunderson the board has moved from an infant organization concerned with establishing its identity and purpose to an active advocacy group representing the Dorchester, Mattapan, Hyde Park and Roslindale Communities. Goals for the upcoming year will revolve around strengthening our internal structure, (the Committee system; orientation session for new members; a larger and more active membership) to enhance our opportunity to effect real improvements in the delivery of services to the Adams Street C.S.A. area.

Respectfully Submitted,

Edward S. Murphy  
Chairperson

## ANNUAL REPORT OF THE ATTLEBORO ADVISORY BOARD

The Attleboro Advisory Board held its first meeting on August 12, 1976, with 27 of the 30 members present. Chairman Pro-Tem, Dr. Adolph Bender conducted our first of many meetings. A Nominating Committee was formed, and the members voted to meet 10 times during the year, the last Tuesday of each month.

The following meeting saw the election of officers and selection of a membership secretary and representatives to the State Advisory Board and the Committee on Local Board.

Due to the fact that many of our members were unfamiliar with the regulations of the department, the meetings have included excellent speakers; Emergency Assistance; Title XX; Office of Social Services; Project Good Health; Food Stamp Program; Office for Children; Child Support Enforcement; Director of the local C.S.A.; and Free Lunch Programs. The programs were very informative and the members felt free to field questions.

Throughout the year this Board was very concerned of a possible merger of the Attleboro-Taunton DMH and worked very hard to hold the present DMH offices in Attleboro, and we are pleased that the outcome was very successful.

A Task Force was named to work with the Department of Public Welfare director and employees and evaluate the situation of the CSA office. Conditions in this office have been intolerable for a number of years, not only for the employees but for the clients as well. The department has been seeking bids for an expanded office in Attleboro but these, on the first bid, were discarded. After lengthy procedure the bid procedure was finalized on August 19th of this year, and preliminary work has begun.

Letters of concern were sent to the State Advisory Board concerning the number of representatives from the seven regions to this Board. Leonard Bloksberg has been appointed the representative for the New Bedford region. A recent meeting was held with Mr. Bloksberg at which five boards of the New Bedford region were represented and many local concerns discussed. Another meeting is planned for December.

A committee has been appointed to begin working on a Newsletter which will be made available to all recipients and interested persons. This community newsletter will be ready for Fall publication.

**CONCERNS:** This board would like to see the Procedure For Space Approvals completely revamped. At the present time twenty-six steps must be taken before a new CSA office is established. In some instances this procedure goes through in a few months and others take up to two years. There are six statutory provisions listed and some statutory provisions covering the bidding procedure, the rest appear to be either by regulation or administrative practice. These are very lengthy and time consuming and we would like to see a study on this matter.

Some of the concerns in the local CSA office appear to be bound again in administration of the Central Office. These include equipment (which is constantly breaking down and holding up work for three or four days); the filling of vacancies in a long process; the training of CETA employees then their release suggests the department employing them full time.

Respectfully submitted,

Adolph Bender  
Chairperson

## ANNUAL REPORT OF THE CAMBRIDGE ADVISORY BOARD

The Cambridge C.S.A. Advisory Board completed its sixth year of service in June of 1977. The Cambridge office has been in a stage of transition, beginning with the promotion of its Director, Ruth Malenka, to Assistant Commissioner of Social Services. This was in September 1976, followed by a move of the entire office on February 11, 1977, to new quarters at 51 Inman Street.

### THE CAMBRIDGE OFFICE

A committee comprised of three members of the Advisory Board was formed to work with Regional Manager John Riordan in interviewing and selecting a new Director. The committee recommended four of the twenty applicants to Mr. Riordan. In early February, 1977, Lynne Lees, formerly the supervisor of the Child Welfare Services unit at the Cambridge office, was selected and was appointed Provisional Director on February 7, 1977.

The Board financed and helped Mrs. Lees to arrange an Open House at the new offices on May 26th. Invited guests included Mayor Alfred Vellucci, members of the City Council, and members of the School Committee.

Board member Alden Worcester, Vice-President of the Boyd Corporation, arranged for his company to donate a new vacuum cleaner to the Cambridge office, and Board member Rev. Henry Horn arranged for the donation of a Rolodex system from the University Lutheran Church of Cambridge.

Over the last several months the Board has been concerned about the increasing shortage of staff at the Cambridge office. Workers have been promoted or transferred to other offices without being replaced. Given the Department's moral as well as contractual obligations, the lack of adequate staff may result in serious service and staff relations problems in the year ahead.

### MEDICAL ASSISTANCE

Action on the Hyde amendment, to prohibit payment of abortions for Medicaid recipients, was debated back and forth. A temporary restraining order, once the Hyde amendment became law, was issued on September 1976 by Judge Dooling of the U.S. District Court, Eastern District of New York. The Board debated at length whether support for the repeal of the Hyde amendment constituted support for abortion itself. No consensus could be reached.

### ASSISTANCE PAYMENTS

In the early part of this year the Board became concerned about the severe program cutbacks in Emergency Assistance. At the time when the need for a public hearing was being debated, the Cambridge Board sent a letter in support of a hearing to the Commissioner, and in March of 1977 registered its views in a written statement, supporting full participation in the Federal program and payment of all arrearages, where appropriate, for needy families.

### SOCIAL SERVICES

During the transfer of responsibility for elderly home care clients from the Department of Public Welfare to the Department of Elder Affairs, many elderly Cambridge

residents were threatened with an unreasonable cutback in their service hours. The Advisory Board sent a letter to Acting Secretary James Callaghan, urgently requesting assurance that needed services would in no way be curtailed. With the letter was sent an addendum summarizing three actual illustrations of how the psychological and physical well-being of those elderly clients being served would be pushed aside and replaced with more costly institutionalization if the proposed service hour limitation was put into effect. Included in each illustration was a cost comparison between the combined total of social security, assistance payments, and social service payments as compared with nursing home care.

On May 2, 1977, Secretary Callaghan sent a reply, advising the Board that the DEA had (1) requested a \$400,000 deficiency budget to fund the cost of the Welfare transfer and (2) amended their levels-of-care-regulations so that persons being transferred would not be cut back unreasonably.

### COMMITTEE WORK

The Purchase of Service Committee is a standing committee conducting yearly evaluations of a number of social service programs in Cambridge. This year 13 existing programs were visited, reviewed, and evaluated by the committee under the direction of Chairperson Nicki Nichols. Final recommendations on the renewal of contracts for these programs were submitted for Board approval and then sent, along with individual site visit reports, to the Department's Purchase of Service Unit.

The Committee is working to improve its method of evaluation and ultimately hopes to organize meetings among agency heads providing similar services, to encourage them to share common problems and solutions.

The Housing Committee met to discuss methods for monitoring the Cambridge Housing Authority's Tenant Services program. Two plans were proposed: (1) to enter into agreement with a school of social work in the area for an evaluation team consisting of a paid faculty member supervising a staff of volunteer students, and (2) the Housing Committee to make site visits to the housing projects on a regular basis to meet with the tenant services staff and review their programs. Negotiations for the first plan are now under way.

The Recipient Awareness Paper continued to be published. This year two issues were distributed to AFDC recipients and many Cambridge social service agencies. Resource Mobilization Worker Judith Avery and volunteer Kay Graca served as contact persons for the gathering of articles from recipients and directed the publication process. Kay Graca supplied most of the energy involved in the actual production and mailing, with help from staff and other volunteers.

The Revolving Fund, under the direction of the Executive Committee, continued to extend small loans to clients in emergency situations. Appeals to churches and other organizations have been successful in replenishing the fund periodically. The clients have a good record of repaying the loans whenever possible.

The Nominating Committee gathered a list of people interested in serving on the Advisory Board. After several meetings and interviews, they narrowed their recommendations for membership to a group of 12 people from various segments of the Cambridge community. After approval from the Board, the list of nominees was sent to the State Advisory Board for final approval.

Five members who have served since the Board's inception in 1971 retire from service as of the June meeting. They are Rev. Henry Horn, Gardner Bradlee, Donald Moulton, Kyle Beverly, and O. Robert Simha, the present chairperson.

This report would not be complete without an expression of appreciation for both the retiring and the continuing members of the Board. If the Cambridge Advisory Board is perceived as an example of an effective, articulate, responsible advisor on matters pertaining to the welfare program, then it is largely due to the tireless efforts of the board members who have carried the burden that goes with an active, creative and concerned citizens' board.

In addition, I would like to make special mention of staff members who took on additional management responsibilities during the period between directors. To William LaSpina, who served as acting director during this period, our very special appreciation for a job well done.

As one of the retiring members of the board I would close with good wishes to the new board and its new director.

Respectfully submitted,

O. R. Simha  
Chairperson

## ANNUAL REPORT OF THE CAPE COD AND ISLANDS ADVISORY BOARD

The Cape Cod and Islands Welfare Advisory Board held ten meetings during the 1976-77 year. Members of the Board have worked with several thorny problems throughout this first year, not the least of which was defining our purposes, goals, responsibilities, and zeroing in on community welfare problems.

Once these were identified, the Board evolved into a cohesive group maintaining a low profile and exerting constructive influences upon aspects of welfare service as it affects recipients, delivery, and the Department as a whole.

The September meeting was an organizational one during which the Board officers were elected, and dates, times, and place of future meetings were decided upon. At the second meeting, in October, the Education Committee was appointed to study problems and report its findings to the Board. The Education Committee, consisting of five board members, concentrated first on gathering information from various sources concerned with administering welfare programs on Cape Cod and the Islands, as well as from other agencies which are affected. Another committee, Public Relations, consisting of three members, was also appointed.

At the November meeting the Education Committee detailed its active involvement with a pressing problem in Provincetown where the only pharmacy had become embroiled in a serious disagreement with the Pharmacy Section of the Department of Public Welfare and had withdrawn from the program, leaving Provincetown welfare recipients without pharmaceutical service. In spite of the Board's attempts at compromise, arbitration, or finding alternatives, the delivery of pharmaceutical service to Provincetown recipients remains, at best, a bandaide situation. Appeals to the Department brought representatives to our meetings, but no resolution of the problem. The Provincetown Drop-In Center now provides emergency transportation for Provincetown recipients to travel the twelve miles to Wellfleet for prescriptions, and in chronic cases where medication can be ordered in advance, pharmaceuticals are obtained by mail order. The Board's letter to Commissioner Sharp appealing for intervention and assistance has never been answered or acknowledged.\* This project occupied several months of the Education Committee's time and energy and is still without a satisfactory solution.

Several other committees were organized at the December meeting: since some resignations had been received, a Membership Committee of three was formed to fill vacancies; since suggestions for projects needing the Board's study were coming in from several sources, a Project Review Committee of two was formed to evaluate projects and determine the priorities of each; and in order to ratify our By-Laws, an ad hoc By-Laws Committee of three was appointed to review the suggested By-Laws and bring before the Board a document for vote.

The Project Review Committee drew to the attention of the Board at the January meeting several situations needing work: (1) only one IRF worker was available to serve the entire area and additional workers are needed in this area of welfare services; (2) it was reported far better delivery of services could be provided for recipients in Brewster if they were served through the Orleans WSO rather than the Barnstable WSO as was the case at the time. Orleans abuts Brewster, the Barnstable WSO is located twenty miles distant, in Hyannis. (3) It was also reported that a homefinder for

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\*As of October 5, 1977, both pharmacies were once again filling Medicaid prescriptions, through a mutual effort by the Department, the Board and Senator Aylmer.

children would fill an obvious void. Finally, apparent unwarranted delays in Title XX funding of the local Big Brother organization were reported.

First priority was given to adding at least one other IRF worker to the Social Services Office in Bourne, the Board felt it could also put into motion the initial steps to transfer Brewster from Barnstable to Orleans WSO.

A Newsletter was proposed by the Public Relations Committee. It was suggested the newsletter be distributed to Board members, to the Boston Office of the Department, to the press, and be made available to recipients through the several welfare service offices. The newsletter would highlight available services, outline any new services, and make known to the public the existence of the local welfare advisory board and its purposes, aims and progress.

The possibility of the appointment of a new CSA Director came before the Board at the February meeting. Also under discussion was the progress made towards transfer of Brewster recipients to Orleans. The Education Committee reported for the third meeting in a row regarding the pharmaceutical problem in Provincetown. The committee was asked to look into the ability of local hospitals to provide adequate service for recipients on Medicaid, for the handicapped, and for the elderly on Medicare.

There had been a good deal of publicity concerning a case in which a Medicaid recipient was allegedly denied service by a physician; since the State Licensing Board was looking into that, it was agreed our Board need not become involved at this time, but would monitor the situation. How the Board could help the Department assure delivery of medical services to recipients, was, and continues to be, the subject of much concern.

Also coming to the Board's attention at the February meeting was the problem of utility shut-offs due to increased fuel costs and the severe winter. Many recipients were experiencing hardship as a result of discontinued service. Emergency Assistance payments were made available to recipients unable to pay utility bills, and the Cape and Islands received 5400 gallons of free oil for distribution to needy qualifying families.

At the March meeting the Agenda called for ratification of the By-Laws, but since fewer than 50% of the 27 members of the Board were present, the vote was postponed. Copies of the Newsletter Relate were distributed to the Board members, and mailed to the Department and the press. Copies were made available to recipients through the local welfare service offices.

The Education Committee reported on recent developments in the case involving the doctor who had refused to treat a Medicaid recipient. After broad discussion, the Board voted to invite the president of the local medical association to the April meeting to discuss the position of that group and determine what procedures recipients should follow to obtain medical attention, whether or not there is an emergency. This is an ongoing problem and one in which the Board feels strong responsibility, it also feels such problems can best be resolved by continuing to maintain a reasoned and unbiased approach, getting all sides of the picture clearly established before proceeding with public statement.

These problems are complex; the medical profession is experiencing difficulties with collections and fee schedules established by the Department; the medical profession, as well as recipients, has a defensible position, compromises and adjustments on the part

of the Department may be in order to resolve the difficulties.

With regard to the transfer of Brewster to Orleans WSO, it was voted a letter be sent to the New Bedford Regional Manager concerning the proposed change. This was subsequently done.

The Project Review Committee brought to the meeting Robert Mercurio, new Director of Social Services in the Bourne office, who reported arrangements are being made to fill a second IRF position in that office. Mr. Mercurio also discussed problems of local WSO offices; i.e. inadequacies of space, plumbing, parking, privacy, buildings, interview areas, etc. High rents, demanded for more adequate facilities, are not acceptable to the State, since the House Ways and Means Committee has not recommended appropriations for this purpose and all requests for new space are shelved. The Education Committee believes the only solution is pressure on the Legislature from local boards, agencies, and the public.

At the April meeting the By-Laws were ratified, as presented and amended (to read that ten members of the Board constitute a quorum). The Membership Committee reported two more resignations and one new member; we stand at 26 members.

A guest speaker, the president of the Barnstable County Medical Association, addressed the Board regarding the position of doctors on Cape Cod and their willingness to participate in the Medicaid program. He described his experience as a pediatrician with 30% of his patients among Medicaid patients, defining the problems of the physicians and the recipients. Because of difficulties in collecting fees from the state, some physicians have withdrawn from the program and continue to see their patients privately whether or not they are paid. He explained that not only were the state-set fees too low since they haven't been up-dated since 1971, and were recently further reduced by the Legislature, but also the clerical expenses involved in applying to the state for payment, which may or may not be forthcoming, made it more costly to participate than to treat patients free. He outlined the reasons physicians feel exploited by the Welfare Department, the State, and the Legislature, and expressed the fear that it may become mandatory for the medical profession to accept the Medicaid patient, on demand, in his opinion this would be a grave disservice to both the doctors and their patients.

The Board concluded during the ensuing discussion that the way Medicaid billing is administered at the State level in most service situations is cumbersome, expensive for the supplier, and frequently results in doctors not receiving even the reduced fees to which they are entitled. It was brought out that other professionals are not subject to regulation of fees by the state. The Board feels strongly that an opportunity to work with the Barnstable County Medical Association to better relationships between doctors-recipients-Department could benefit all.

Also to come before the April meeting was a problem of funding for the Cape Cod Homemaker Service. After that agency's director discussed the problem of delays and a Title XX budget cut by the Department, the Education Committee Chairman volunteered to investigate and express the Board's concern with the need for immediate action, especially in cases involving several families where neglected and abused children were at risk.

Concerning the transfer of Brewster to Orleans, the New Bedford Regional office advised the move is in process and no additional personnel will be necessary to effect it. Word was also received that a second IRF worker has been added to the Bourne Social Services Office.

In May the Board participated in the completion of the Title XX questionnaire administered by Ms. Evelyn Mordechai from the Department. The questionnaire will be used to assist the Commissioner in determining needs when compiling figures for the 1979 budget request to the Legislature.

At this meeting the second issue of the newsletter RELATE was distributed to Board members; copies were mailed to the Department and the press, and made available through local WSO's to recipients.

An ad hoc Nominating Committee of five was named to bring in a slate of officers to be elected at the Annual Meeting in October, 1977.

The Membership Committee reported two more resignations are anticipated and a possible new member has been recruited. All those members whose terms expire in September will be asked to accept an appointment for a three-year term.

After discussion it was noted that speakers from different service agencies be invited to upcoming meetings so Board members may become more familiar with services available to recipients. The Director of the Office for Children will speak at the June meeting. After a 15 minute description, there will be a short question-answer discussion period.

Since Workfare was being discussed at the state level, a representative from our Board was appointed to attend the special meeting on that subject of the State Advisory Board.

On behalf of the Board, the Chairman wrote to Senator Aylmer and Representatives Lynch, Cahoon and McDowell requesting their support of the deficiency budget for Social Services. Senator Aylmer and Representative Cahoon responded affirmatively.

It was reported that the transfer of Brewster recipients to Orleans WSO would be completed by June 1, 1977, that arrangements were being made to meet jointly with the Barnstable County Medical Association, and that Cape Cod Homemaker Services will get 70% of the budget requested by its director.

The director of the Office for Children explained at the June meeting how that agency serves the community. It was agreed that the director of the new Call-A-Ride service would be invited to detail that service at the September meeting.

The Membership Committee reported that the two anticipated resignations had been received; no new members had yet been added.

A representative from the Department described the new regional lines being drawn to deliver services to recipients more effectively.

The Board representative who attended the special meeting of the State Advisory Board concerning Workfare reported on that meeting. After discussion, no conclusions were reached by the local board.

In summary, Cape Cod and Islands Welfare Advisory Board has completed its first year with several accomplishments to its credit and with many problems still unresolved. Many board members have attended and participated in meetings throughout the state during the year. There were two meetings in Worcester, several in Boston in addition to the monthly State Advisory Board meetings which were monitored, and some in Lakeville.



## ANNUAL REPORT OF THE CHURCH STREET ADVISORY BOARD

Since our last annual report the Church Street C.S.A. Welfare Advisory Board has had fourteen meetings of record. These meetings were attended mainly by a core group, small in size but large in enthusiasm. In addition to board members, guests were in attendance at a number of meetings, including:

2/9/77 - Ruby Hughes, S.S. and S.S.I.  
           Peter Anderson, Mass. Law Reform  
 8/24/77 - Representatives of Capitol Area for Children  
 Number of Meetings - Mike Early, Title XX Planning

In the last year the board has:

- 1) Written and adopted by-laws.
- 2) Given verbal or written testimony on the Title XX Budget, Workfare and a petty cash fund for Chardon Street. The latter was subsequently initiated.
- 3) Worked on the selection of a new Director for Church Street.
  - polled employees and board members on what qualifications they would like to see in a Director.
  - met with Austin O'Malley, Willie Sherrif and others to discuss selection of a new Director.
  - moved to push for a provisional appointment until a permanent Director is chosen.
  - recommended that the requirement that Directors have MSW's be waived.
  - stressed its right to exercise its option to interview candidates for the provisional as well as the permanent appointment.
- 4) Begun assessment of working and client-service conditions at Church Street by interviewing workers and preparing a survey to further elicit workers' concerns.

The disability of our chairperson was a loss.

Changes in Department staff and the Department's inability to provide timely information has occasionally interfered with our work, a good example being our search for a Director for the Church Street office.

The change in staff has delayed our membership drive, but our membership committee has been working hard to bring about the planned action.

Our immediate plans include:

- 1) Election of officers.
- 2) Beginning implementation of a public relations campaign to inform recipients about the Board by instituting suggestion boxes with descriptive material in Welfare Service Offices.

Respectfully submitted,

Ray Etheridge  
 Acting Chairperson

## ANNUAL REPORT OF THE FITCHBURG ADVISORY BOARD

The Fitchburg Area Advisory Board held its first meeting in October 1976 at which time the regional administrator, Mr. Gerald Nugent and Miss Margaret O'Connor, the Fitchburg C.S.A. director, made presentations to the board relevant to the role of advisory boards, their purpose, the guidelines they were to follow and the area of interest that might be pursued.

The most urgent need identified by the board was that of education and to this end subsequent meetings included presentations on categorical programs by the Fitchburg C.S.A. director, Miss O'Connor and her staff. The board was given outlines of both the assistance payments and social service programs as well as updates on caseloads, staffing studies, new programming, and new policy and procedure as it related to departmental services.

Insight and knowledge was also gained through the attendance of board members at the workshop for state welfare advisory boards. Their follow-up presentations to our board were helpful in terms of direction and focus.

Issues and problems of concern to the board included:: (1) The emergency assistance program changes on which the board recommended the State Department of Public Welfare return to its former eligibility requirements; (2) The state consolidation plan on which the board recommended the department retain a satellite office in the Leominster community; (3) Local staffing on which the board recommended increased personnel and the filling of vacancies to meet the needs of the area communities.

The board participated in a Title XX evaluation in cooperation with the Title XX Planning Unit. Priorities as they relate to programming were determined both as a board and on an individual basis.

In summary, the year was primarily educational and an effort was made to provide board members with the basic knowledge necessary to assist the department. The coming year will be enhanced by the leadership of Miss Nancy Driscoll of Catholic Social Services who was elected as chairperson and who has been involved with the board since its inception.

In addition, the majority of board members having completed their first one-year term will serve another three-year term in order to maintain the knowledge base and the interest. Considerable interest has been shown in new programs like project Good Health and CHINS as well as the interface of the private and public sector as it relates to day care services, group day care, homemaker services, and foster care. The communication lines between the Department and the State Advisory Board have been excellent and we wish to take this opportunity to thank Commissioner Sharp, Mr. Frank Sander, Chairman of the State Advisory Board, and Ms. Leah O'Leary, coordinator, for their initiative and effort in keeping the people a part of the system.

We look forward to a viable future that will assist the community, the Department and the system as a whole.

Respectively submitted,

William D. Brodeur  
Chairman

## ANNUAL REPORT OF THE GARDNER ADVISORY BOARD

The Gardner Community Service Area Advisory Board has been operational for one year beginning August 16, 1976. The membership is broadly representative of the communities served by the Gardner CSA and includes a balanced representation of consumers of service, social service administrators and welfare advocates, members of the business and industrial communities, and interested citizens.

During the first year of operation, monthly meetings alternated between Mt. Wachusett Community College in Gardner and Athol Memorial Hospital in Athol. Meetings commenced promptly at 3:00 P.M. and concluded at 4:30 P.M.

As a result of re-districting, seven communities, including Athol, have been transferred to the Springfield region and the Greenfield CSA. Board members from the affected seven communities were permitted to transfer their membership from the Gardner CSA Welfare Advisory Board to the Greenfield CSA Welfare Advisory Board as of July 1.

The board's first year was marked by concerns largely related to organizational matters, including the election of officers, establishment of a membership committee, and a priorities committee, and general orientation of the membership to welfare matters in general and more particularly to issues impacting directly on the communities served by the Gardner CSA.

The membership was especially responsive to the controversy related to changes in the Emergency Assistance program. An Emergency Assistance program committee was formed and a letter over the signature of the board chairman was sent to Commissioner Sharp and the State Advisory Board and several members of the committee attended the public hearing on changes in the Emergency Assistance program. Although the new Emergency Assistance regulations are more stringent than the board would have liked, it is felt that the board's input through letters to Commissioner Sharp and the State Advisory Board and the appearance of committee members at the public hearing were instrumental in the promulgation of regulations far less severe than those originally proposed by the Department.

The board looks forward to its second year of operation and the challenges presented by such issues as President Carter's Welfare Reform bill and its impact on Massachusetts, the Governor's Work Experience Program (Workfare) and, more particularly, the board will concern itself with the goal of improved services to clients in the twelve communities served by the Gardner CSA.

Adequate professional and clerical staffing, new furniture and equipment, consolidation of area service offices, and additional space, including interview rooms to assure client privacy when making applications for assistance or services and discussing matters of a sensitive nature with social workers, private offices for first-line supervisors large enough to permit them to conduct individual case conferences with social workers and supervisory unit meetings, and a conference room to accommodate Assistance Payments workers in monthly staff meetings and Welfare Advisory Board monthly meetings, which are presently held at Mt. Wachusett Community College because none of the area offices has sufficient space for such purposes, are issues which affect employee morale and will be addressed by the board in the coming months.

The board looks forward to its second year of operation and will involve itself actively with advocacy measures which will improve the delivery of services to clients and permit the Gardner CSA to be more responsive and helpful to needy individuals, families, and children.

## ANNUAL REPORT OF THE NORTH SHORE ADVISORY BOARD

During the past year, the membership has investigated and become involved in a number of issues and programs pertaining to the welfare system. An excellent working relationship has been established with the local and regional welfare offices, and in particular, the C.S.A. Director, making it possible for members to become knowledgeable about the welfare program at both the State and local levels.

A representative from our Board was appointed to the State Advisory Board in December, 1976, providing further input and communication for our membership. This association has been invaluable in directly and quickly channeling information and response between our Boards.

A continuing effort has been made by the Public Relations Committee to communicate with local residents on welfare issues and Board objectives. A presentation was also made to the Beverly Chamber of Commerce to inform this organization on the establishment and purposes of the local advisory boards. This was felt to be an excellent opportunity to establish greater credibility for our Board, and the presentation was well received by Chamber members.

During the winter, a good deal of time and effort was expended on the problem of emergency assistance payments for fuel and utility arrearages. Speakers from the Boston Gas Company, Mass. Electric Company and a local oil dealer attended one meeting to acquaint Board members with their method of handling collection of past due bills and shut-off of services. The major problem identified by both speakers and members was communication between client and company. Names were exchanged between the companies and Board in order to establish a better network for communications in this area. The information generated by the meeting was publicized in an effort to assist and educate local recipients with facts and alternatives regarding fuel and utility arrearages.

Four members attended the Spring Conference in Worcester and reported that the programs were generally interesting and informative. Several ideas gained from reported activities of other Boards were discussed for further investigation.

In April, a representative from the Community Organizers Unit at the Lawrence regional office spoke to the membership and requested assistance in their Adolescent Foster Home Recruitment Campaign. Various suggestions were made by members on methods of communicating with local organizations and the general public in order to gain support for the recruitment effort.

The entire membership participated in the Title XX Survey administered by the Planning Unit of the Office of Social Services. The responses and recommendations expressed by the Board will be included in a full report to aid human service agencies in the preparation of their fiscal year 1979 budget recommendations.

A questionnaire to survey recipients' attitudes and problems regarding the welfare program was compiled by a committee of the Board and distributed to more than 3000 recipients on the North Shore. A response of 37.6% has been received, and a full report on the survey results will be made in the fall. It is hoped that specific comments on the questionnaires will further identify areas of concern that may be investigated in the next year.

The final meeting of fiscal 1977 was devoted to a discussion on the Work Experience Program. Mr. Richard Anderson, Assistant Secretary of Economic Affairs, and Ms. Ellen Lipson, member of the State Advisory Board, informally debated the issue and answered questions from the Board. It is expected that a Board position on Workfare will be forthcoming in early fall.

Although the membership decreased from the original 30 persons to only 18 at the end of the year, continuing efforts by the Membership Committee have resulted in nominations which will increase the complement to 25 for the next year. It is hoped that the new interest, combined with the concerned participation of the original membership, will provide the vitality necessary for future projects.

Respectfully submitted,

Grayce M. Sawyer  
Chairperson

## ANNUAL REPORT OF THE BERKSHIRE COUNTY ADVISORY BOARD

Two major achievements were accomplished this past year by the Berkshire County Welfare Advisory Board.

During the height of the winter months, leading citizens were appointed to work with members of our board to raise money for emergency fuel loans. The need at the time was critical and nothing was being done about it. Our aim was to raise \$10,000 by asking two of the leading corporations to each donate \$5,000. One, the Berkshire Life Insurance Company, agreed readily. The General Electric Good Neighbor Fund is controlled by its by-laws and could not possibly do anything until the month of September to get a vote of its members.

We like to feel that it was because of our initiation that the problem was picked up by the President of the City Council, which had previously refused to appropriate money for this purpose. Through his efforts and because of our initiation, he contacted the banks in Pittsfield, something we had also planned to do. The banks each donated funds to get the emergency loan plan working and thanks to them, many individuals in need were helped.

In another field, our Welfare Department was badly in need of more space to effectively carry on their work. Our letter writing to the legislators was helpful in getting the needed funds for this space.

On the minus side, I feel that interest in board by members is falling off. Some, (providers and recipients alike) have the mistaken impression that the board is a place to get more benefits for recipients rather than to advise the agency on the bettering of services. Another problem is the problem of transportation to the meetings which are held in central Pittsfield. We are now in the process of reviewing all members and will attempt to come up with a full complement with the proper ratio.

Respectfully submitted,

Ralph J. Froio, Chairman  
Berkshire County Welfare  
Advisory Board

## ANNUAL REPORT OF THE ROXBURY CROSSING ADVISORY BOARD

### BACKGROUND

The Roxbury Crossing C.S.A. Advisory Board which was established in 1974 under Commissioner Steven Minter, acts as advisor to the Director of the Roxbury Crossing C.S.A. Welfare Office by representing the interests of the communities within the service area. The Roxbury Crossing C.S.A. is the second largest in the Commonwealth. It has a caseload of more than 16,000 recipients. Its service area extends over six communities within the City of Boston, namely: Allston, Brighton, Jamaica Plain, Mission Hill, Fenway and north Roxbury.

### MEMBERSHIP

The officers for FY 1976-77 were: Don Gillis, Chairperson and outreach counsellor for Fenway Children's Program (see Boston Ledger article, 6/11/76); Peggy Brown, Vice-Chairperson and social worker for Dimock Community Health Center in Roxbury; and Betty Galloway, Secretary and Chairperson of the Parent Policy Council for the Mission Hill/Fenway Headstart Program (see Mission Hill Good News article, June 1976).

The members of the Board include representatives from hospitals, health centers, alcoholism programs, the business community, social service agencies, elderly programs, the legal profession, poverty programs, recipient categories of SSI, AFDC and Medicaid, labor unions, community boards and interested citizens in the service area. In addition to participating on the Advisory Board, most of the members are also active in such civic and community endeavours as mental health and drug boards, Chambers of Commerce, Councils for Children, neighborhood health center boards, civic associations, Headstart parent groups, elderly task forces, senior citizen groups, the Legion of Mary, the Garden Society, community newspapers, neighborhood associations, the Knights of Columbus, professional organizations, community college boards, poverty agency boards and many others.

Members are recruited to the Board through a series of community outreach efforts. Flyers and press releases announcing Board vacancies and describing Board responsibilities are developed as needed by the Nominating Committee and distributed throughout the service area at public meetings, through the Board's mailing list and through the local media (see articles in Boston Ledger, 5/20/77; Allston/Brighton Citizen, 5/19/77; Mission Hill Good News, June 1977; Jamaica Plain Citizen, 5/26/77; and Bay State Banner.)

### ACTIVITIES

The Roxbury Crossing Advisory Board has been involved in a variety of activities over the past year. Some are more visible than others. They include:

Testifying at Public Hearings - On 9/24/76, the Chairperson of the Board testified at the EOHS Public Hearing held at the State House (see reference to Board in 9/25/76 issue of Quincy Patriot Ledger). The major concern expressed in the testimony was the cutoff in November 1975 of more than 10,000 so-called "employable" General Relief recipients between the ages of 18 and 64. (The irony was that the cutoff took place at a time when the unemployment rate in Massachusetts was 12.5%, one of the highest in the country.) The Advisory Board was especially concerned with this issue because of the hardship being caused to unemployed individuals who were being turned away from welfare offices across the state, especially those in their late 50's, early 60's, "not sick enough to be labelled unemployable, but just sick enough not to be able to readily find work".

Copies of the testimony were sent to the media, to legislators and distributed throughout the community. With the help of a volunteer from Radcliffe and some legal consultation, a questionnaire was drafted to collect data on those individuals who were being turned away from the welfare office because of the cutoff of the category of "employable" General Relief. This data was to serve as documentation for subsequent lobbying efforts by the Board.

Fundraising for Camperships - Following a Department notification in May that there would be no campership funds available, the Advisory Board and the staff at the Roxbury Crossing Office co-sponsored a Bazaar on 6/9/77 to raise money for summer camperships (see 6/3/77 issue of Boston Ledger).

Through the combined results of a flea market, cake sale, rummage sale and raffle, \$776 was raised and the "Camping Alternatives Fund" was setup at the First National Bank. A committee composed of supervisors from the Welfare Office screened campership applications. Decisions for spending the \$776 were based on families with the greatest need and, as a result, nine foster and AFDC children from Roxbury Crossing were sent to summer camp.

Following the Bazaar, the Board voted to try to raise additional funds from the community (see articles in 7/15/77 issue of Boston Ledger, 7/21/77 issue of Jamaica Plain Citizen and 7/14/77 issue of Allston/Brighton Citizen). A list of the business organizations, institutions and corporations in the Roxbury Crossing service area was compiled. A six-page proposal with press notices included was developed for soliciting funds. Although the response was minimal, possibly because by that time the camping season was almost over, the Board plans to repeat their efforts again next spring, well ahead of the summer.

Lobbying for Additional Service Workers - Appalled by the critical service vacancy at Roxbury Crossing (9 service workers covering more than 1500 child abuse, foster care, multi-problem, daycare, homemaking, etc. service cases), the Board hand-delivered a memo re: the staffing shortage to each member of the Conference Committee in the Legislature during the last days of the state budget process in June 1977. Attached to the memo was a lengthy article which had appeared on the front page of the 6/16/77 issue of the Jamaica Plain Citizen and which addressed, in dramatic terms, the situations which occurred in child abuse and neglect cases because of the service staffing shortage at the Roxbury Crossing Office as well as other welfare offices across the state. (It is interesting to note that the Roxbury Crossing Office, with a vacancy rate of 19 service workers for more than two years; received about 10 new service workers following the passage of the 1977-78 state budget. The Board will always wonder whether their lobbying efforts with the Conference Committee had any effect on the increase of service staff at Roxbury Crossing as well as other offices in the state.)

Commenting on Proposed Welfare Split - In a memo dated 2/11/77 to the State Advisory Board, the Roxbury Crossing Advisory Board again expressed its concern with the proposed split of the Department of Public Welfare as indicated by legislation filed for the second year by Governor Dukakis and State Representative Philip Johnston (see page 56 of the 1976 Annual Report of the State Advisory Board). The Board asked that these concerns be addressed at the State-Wide Conference of Advisory Boards held on 4/11/77 in Worcester. Chief among the concerns raised were:

1. What mechanism exists in the proposed legislation which insures that welfare clients, receiving their checks from state agency "A" will be advised of the existence of state agency "B" (the proposed Department of Family & Children's Services)?
2. What mechanism exists in the proposed legislation which insures that welfare workers, many of whom now have caseloads of 180 families each, with more projected under "reorg", will have the time and the expertise to "listen" to recipients long enough and sensitively enough to pickup the cues that the client needs "services" and to refer them accordingly?

3. What mechanism exists in the proposed legislation to insure that whenever a welfare worker picks up cues that there is a SERIOUS need for service (i.e. suspicion of child abuse and neglect, etc.), that there will be followup to insure that the recipient and/or the case reaches the OTHER STATE AGENCY?
4. What steps did the State Advisory Board and the citizen advisory boards have in the planning process for such a split? And if none, why not?
5. What steps are now being taken, since legislation has again been resubmitted for the third time, to involve the State Advisory Board and its citizen advisory boards in the planning and implementation stages.
6. What are the implications of the John Finnegan/David Sheehan's Children's Puzzle Report on the future of the Department, especially since the Report recommends the abolishment of the Department of Public Welfare?
7. And, should welfare be split into agencies as proposed by both the Governor and Representative Johnston, or abolished as recommended by the Children's Puzzle, what future role, if any, will the State Advisory Board and the advisory boards play?

Although this memo was submitted in February of this year to the State Advisory Board with copies to the Commissioner and other Department administrators, the Board has yet to see or hear any response which systematically addresses these critical concerns.

Rallying around the "arrearage" Issue - Beginning in December of 1976, in the middle of one of the coldest winters in recent history, an Ad Hoc Arrearage Committee was formed to address the "arrearage" issue which was highlighted at this time by a temporary court order against the Department which forced them to pay full arrearages. The Committee developed flyers and background information and distributed it to the community and the media. The flyers were directed to welfare recipients, service agencies and advocates working with recipients. It advised them of their temporarily extended rights under the Emergency Assistance (EA) Program because of the lawsuit, and urged them to attend the Public Hearing sponsored by the Department on 2/16/77. The Board also put the media in touch with individuals who were suffering because of the severe cutbacks in the EA Program which had become effective in February 1976. Some of the anecdotal material was used by the Boston Globe and other media. The Public Hearing on February 16 was subsequently cancelled by the Governor because of public pressure re: the "arrearage" issue.

When a subsequent Public Hearing re: the EA Program was announced for 6/24/77, the Board again distributed flyers and informational material to the community and the media. In addition, a memo was sent to all the legislators in the service area urging them to attend the Public Hearing and providing them with fact sheets and other background information which had been prepared under the auspices of Mass Law Reform Institute specifically addressing the "arrearage" issue. Guy Monestime, Chairperson of the Board's Legislative Committee, gave testimony at the Hearing.

Re: Workfare Issue - As in the case of the "arrearage" issue, the Board disseminated background information prepared by the Workfare Committee of the State Advisory Board and the Massachusetts Workfare Coalition, to the community and the media. Representatives working with the Coalition were invited to address the Board. A Workfare Committee of the Advisory Board was formed. They proposed to develop a position paper which would be submitted to the Governor with recommendations for alternative action. In addition, the Board sent a memo to all legislators in the service area urging them to attend the Public Hearing re: Workfare on 6/30/77 at the State House and providing them with fact sheets and other background information.

Publishing a Newsletter - Perhaps the most visible effort of the Board has been the development of a newsletter called AWARE (Area Welfare Announcements, Resources and Events).

AWARE is written and designed by the members of the Board's Newsletter Committee for use by the residents and social agencies in the Roxbury Crossing service area. Its emphasis is on information of benefit to welfare and low-income residents (see article in 1/19/76 issue of Boston Ledger).

Distribution of AWARE is done by the members of the Board and through the Board's mailing list. The Board collates and staples more than 4000 copies of AWARE and then delivers them to key locations in the service area where welfare recipients and other low-income residents are most apt to frequent. Drop-off points include all the Little City Halls, Health Centers, APAC poverty programs, Daycare Centers, Headstart Programs, Boston Housing Authority Offices, community centers and other sites in the service area.

Each issue of AWARE contains the latest information regarding welfare policy and procedural changes, community resources, tenant information, etc. Each issue tends to have a special focus. For example, following the severe cutbacks in General Relief in November and December of 1975, the March 1976 issue included listings of places where impoverished individuals could obtain free food and lodging, temporary work, low-priced dentistry and health care, etc. The summer issue focused on free and/or low-cost summer programs, camps, and activities for children and senior citizens. The Xmas 1976 issue focused on information re: how to prevent heat and utility shut-offs and where to get free and/or bargain-priced toys and other items for Xmas.

The feedback from the community and from welfare staff regarding AWARE has been positive. In April 1977, the former Chairperson of the Advisory Board, Agnes Porter, received a letter from Speaker of the House, "Tip" O'Neil, congratulating the Board on its publication of AWARE. Many agencies call and request to be placed on the Board's mailing list for AWARE. Several have requested copies for all their social service staff. One program director at the Boston Hospital for Women told us recently that she had xeroxed AWARE for distribution to all the low-income mothers in her program. Unfortunately, publication of the summer issue of AWARE was hindered because the energies of the Board and its staff were directed towards fundraising efforts for camperships (see above).

Addressing the Protective Rent Policy of the Department - Early in 1977, a concerned IRF social worker at Roxbury Crossing submitted a position paper to the Advisory Board which delineated the costly side-effects, in both human and fiscal terms, of substandard housing for welfare recipients. Prompted by this paper, as well as their own concern for recipients who lived in sub-standard housing, the Board formed a Housing Task Force. They requested that a representative from the Department's Housing Unit be available to them as a resource person.

The first issue which the Task Force addressed was the Protective Rent policy of the Department. It was their belief that most Protective Rent payments in effect subsidize substandard housing. In an effort to followup on this belief, a decision was made by the Task Force and approved by the Board to contact welfare recipients who were on Protective Rent payments from the Roxbury Crossing Office. The Task Force then developed a housing check list with a cover letter to be sent to recipients on Protective Rent. The letter explained the purpose of the Task Force and urged recipients to contact them if their apartment was not up to housing standards as indicated by the check list. Since the Department could not release client's names because of the confidentiality issue, the Task Force requested Central Office to initiate the mailing prepared by them. The Office of Field Operations advised the Task Force to request that the mailing be done from the Boston Regional Office where the list of recipients on Protective Rent were maintained. The Task Force was also advised to contact the other Advisory Boards in Boston so that the issue of sub-standard housing vis-a-vis the Protective Rent policy could be addressed on a city-wide basis.

Cooperating with other Human Service Boards - In January 1977, the Advisory Board joined with the Bos-Line Council for Children to co-sponsor two training sessions on the legislative process. The sessions were conducted by the League of Women Voters and were open to the entire community. Press releases were prepared and flyers were distributed to the community by both the Board and the Council. Handout material was developed and distributed under the joint auspices of the two boards. It is the hope of the leadership of both the Advisory Board and the Council that there will be more joint ventures in the future between all the local human service citizen advisory boards.

Improving Services at the Satellite Office - Following some concerns expressed by Board members re: the services at the satellite office in Jamaica Plain, the Board requested that the issue be placed on the agenda for discussion and that the supervisor-in-charge of the satellite office be invited to meet with the Board to discuss the matter. After the Board meeting, a special meeting of the Jamaica Plain representatives on the Board was called for the purpose of visiting the satellite office to meet with the staff. It was the hope of the Board that such a meeting would facilitate communication between the staff at the satellite office and the community.

After visiting the satellite office, the members met with the Director to discuss the possibility of placing an IRF service worker at the office. The Director agreed. An IRF service worker is now available one day a week at the Jamaica Plain office to handle service referrals from the AP staff. The Board believes that the presence of a service worker at the satellite office is more likely to insure that recipients who receive Assistance Payments from that office will have greater access to social services.

Educating the Community - Since last year, the Board's mailing list has grown to almost 200. It includes almost every Little City Hall, APAC Office, BHA Office, Daycare Center, Health Center, mental health program, VNA Office, Tenant Office, Headstart Program, etc. in the Roxbury Crossing service area. In addition, a number of community groups, chairpersons of local boards, community leaders and interested citizens are included. Notices of the monthly Advisory Board meetings, agendas, informational flyers and memos, etc., re: welfare and welfare-related issues are distributed via this mechanism to the communities within the service area.

Changes which have occurred in welfare policy, procedure and programs during the preceding month(s) are summarized on a regular basis and distributed in memo form along with the notice of the monthly Board meeting. Service agencies and groups receiving this information are reminded to pass it on to their staff and to advise their welfare clients/patients accordingly. The Board's staff assistant regularly receives requests from the community to be placed on the Board's mailing list.

On May 6, 1977, at the Annual Allston/Brighton Health Fair where the Governor officiated at ribbon-cutting ceremonies, a representative from the Advisory Board shared a booth with the Project Good Health specialist from the welfare office. Informational material re: the Board and its activities was disseminated to those attending the Fair (see article on front page of 5/5/77 issue of Allston/Brighton Citizen).

Searching for a New Director - There has been no Director at the Roxbury Crossing C.S.A. Office since December 1976 when Paul Kussman, the Director under whose auspices the Board was established in 1974, was promoted to Central Office. Since January, the Office has been operating under the faithful and dedicated guidance of Elizabeth Dowd as Acting Director. Despite the size of the office (2nd largest in Massachusetts), Mrs. Dowd has been doing double duty as both the Acting Director and the Assistant Director for Social Services.

A Search Committee was established in January 1977 and although there have been several meetings, their progress has been halted by the fact that everyone, Department and citizen advisory board alike, are awaiting the outcome of pending legislation, which if passed, will no longer necessitate that C.S.A. Directors have an M.S.W. In addition, a managerial services Civil Service Exam was given this past March which further complicates the search process. Initially the Search Committee believed that they could, if they wished, look outside the Department for candidates. But it was made clear to them in a letter from the Commissioner dated 7/25/77, which was in response to the Committee's request for clarification on the issue, that candidates for the position must have to have taken the managerial services Civil Service Exam given in March.

Pressuring the Administration for More Spanish-speaking Staff - Distressed by the fact that the Roxbury Crossing Office, with a caseload of about 2000 Spanish-speaking families, only had one (1) fluent Spanish-speaking AP social worker, the Board sent a letter dated 5/23/77 to the Commissioner. The Board expressed concern about the situation and urged the Commissioner to take action to alter the situation. The letter was turned over to Addie Jones, the Equal Opportunity Officer for the Department, for followup. In her letter dated 6/24/77, Ms. Jones stated that the Department was reviewing the Spanish-speaking caseload in all the welfare offices and would attempt to place bi-lingual staff accordingly.

Unfortunately, at this writing the Roxbury Crossing Office still has only one (1) Spanish-speaking AP social worker out of a total of about 75 social workers. Within the past six weeks, four Spanish-speaking service workers have left the Office and another Spanish-speaking AP social worker is on medical leave of absence. An Ad Hoc Committee of the Board has been formed to followup.

#### SUMMARY

Although there has been much improvement since the last fiscal year in terms of the amount of information being disseminated by the State Advisory Board to the local boards as well as an increase in input and representation being sought by the State Board from local boards, nonetheless, we as a local board, fail to see the emergence of leadership from the State Advisory Board, especially in regard to those issues which adversely effect welfare recipients in Massachusetts. The one exception was a carefully documented recommendation against Workfare which was submitted by the State Advisory Board to the Governor and the subsequent testimony given by the Chairperson of the State Advisory Board at the Workfare Public Hearing in the State House on 6/30/77. We hope that the State Advisory Board's leadership around the Workfare issue is a good omen for the future.

In addition, the Roxbury Crossing Advisory Board is especially concerned that the proponents of major state and federal proposals, which would significantly effect welfare recipients, have never requested the input of the very citizen boards which were statutorily established to address just such issues. The federal proposal concerns President Carter's welfare reform package. The state proposal concerns the Governor's and State Representatives Johnston and Finnegan's desire to either split and/or abolish the Department of Public Welfare by legislation. If one examines the state proposals, the welfare advisory boards, as they are presently constituted appear to be written out of existence.

Such dramatic illustrations whereby citizen boards are either dismissed or ignored only serve to further substantiate comments made in a "Letter to the Editor" which appeared in the 5/22/77 issue of the Boston Globe by a member of the Quincy Advisory Board. He writes....."The fact is that neither the setup of the boards nor the actions of the Department suggest an effective monitoring or lobbying board. Our own Board on the South Shore

is a case in point. We have, like others, no staff, no budget (even for postage) and no power.....Recently the state moved to implement a longstanding substate boundary rule which would split the South Shore area in two (welfare) offices and two (advisory) boards. You would think that on a matter of particular local interest, the local board's advice would be sought. Not so. Not only was our advice not sought, but both the state board and our local board found out about the intended split by accident. We weren't even notified.....But the point here is the Department's attitude towards the local boards. Clearly the Department isn't working in any kind of close partnership with us or with the State Board. What does this suggest as to the effectiveness of our suggestions on policy or particular needs in our area?....."

In similar fashion the Roxbury Crossing Advisory Board continually grapples with the question as to whether their input is genuinely desired or heeded or whether the Department's request for input is just a guise for so-called "community participation".

Nonetheless, the Board believes that the potential of welfare advisory boards, both from the Department's point of view and from the recipient's, is as yet untapped. The Boards provide a legal mechanism for effecting change within the system and for affecting public opinion outside. However, unless they receive support from the Department in the form of competent staff and technical assistance, they will be only minimally productive for all concerned. Well-trained and well-informed citizen boards could be of great value for the Department, the recipient and the taxpayer.

Respectfully submitted,

Don Gillis  
Outgoing Chairperson

## ANNUAL REPORT OF THE SOUTHBRIDGE ADVISORY BOARD

The Southbridge Board met for the first time in July of 1976. We elected a Chairman, Albert J. DiGregorio; Vice-Chairman, Fr. William Cormier; and Secretary, Jane Bergman. The Board set up three committees: Monitoring, chaired by Atty. Herve Giard; Membership, Ted Bartlett, and an Executive Committee consisting of the officers and the committee heads. The Executive Committee also served as Nominating Committee. We decided to hold our meetings the third Wednesday evening of each month.

By-laws were written and approved.

The first year's emphasis was on learning about the problems and procedures of our Welfare Office. We listened to and questioned the following speakers during the year:

Gerald J. Nugent, Regional Administrator for the Worcester Office  
 Emery De Longchamps, Assistant Director for Assistance Payments  
 Walter Howard, Assistant Director for Social Services  
 Fred Ballard, Food Stamp Program Director  
 Helen Mach, State Department of Employment Services on the Work Incentive Program  
 Margot Lindsay, Author of the "HANDBOOK FOR CITIZEN BOARDS AND COUNCILS"  
 John Hamilton, Coordinator of the Worcester County Program on Non-support

In addition, we wrote to Senator James A. Kelly, Jr., to try to expedite the official closing of the North Brookfield Welfare Office, which had actually been closed for a year and a half, but rent was still being paid by our Welfare Office, and to try to forestall a similar situation happening in regard to the West Brookfield Office. After many months, action was finally taken.

Seven board members attended the Spring Conference, which we all thought was interesting and helpful as a first attempt and definitely should be continued with some changes in the ground rules.

All Board members filled out the Title XX Questionnaire, and we then discussed it at length at our May meeting, with much help from Lilian Proulx and most competent members of her staff. With this valuable background assistance and lively discussion from the group, we filled out a group questionnaire.

The Chairman of the Monitoring Committee spent a day and a half with Miss Proulx and produced a substantial report of activities to be covered starting this fall. The Membership Committee did an excellent job of filling in vacancies to try to keep our membership at thirty. We are now at twenty-five, and hope to fill the remaining vacancies with representatives from the new towns that have just become part of our area.

We wish especially to commend Lilian Proulx for the great amount of time and effort she spent to make this board a success.

Respectfully submitted,

Herve Giard  
 Chairperson

## ANNUAL REPORT OF THE WALTHAM ADVISORY BOARD

The Board was constituted in March of 1977 with thirty members, ten terms to expire each September. Two at-large members nominated by the Steering Committee were disqualified as Department of Public Welfare employees; and one member (SSI-elderly) resigned; these vacancies persisted through September 1977. The Board was not provided with staff.

The Board established a Committee on Information to inform (a) Board members, and (b) recipients, applicants and potential applicants, of entitlements to payments and services administered by the Waltham C.S.A. and Watertown W.S.O. The Committee was authorized to draft and produce a "recipient survival kit" (patterned after a package previously used by the Cambridge C.S.A.) to inform area residents of free and low-cost goods and services available in the area; this project bogged down due to lack of staff and funding.

Officers were elected as follows: Holly Kooris, Chairperson; Doris Charney, Vice-Chairperson; Margaret Duddy, Secretary; John J. Foster, Jr., Membership Chairperson.

The Board passed resolutions on various matters:

- Supporting full Massachusetts Department Of Public Welfare participation in the federal Emergency Assistance Program.
- Endorsing the State Advisory Board's resolution on "Workfare", expressing particular opposition to constraining certain public assistance entitlees to work for less than minimum wage; and (9/29) calling upon the Governor to explain the Administration's rejection (9/15) of an offer by H.E.W. to provide the state with funding for 2,000 additional P.S.E. jobs.
- Opposing the "Doyle-Flynn" bill to opt out of Medicaid funding for abortions.
- Supporting proposed legislation to waive the requirement that CSA directors hold an M.S.W.

At a monthly meeting Board members present voted among the given options on the first six questions on the Title XX Planning Survey; majority votes were recorded by a representative of that Planning Unit as Board positions.

The Board constituted itself a Search Committee of the whole to (a) search for and (b) examine applications for the position of Waltham C.S.A. Director. No leads or applications were received directly by the Search Committee.

The Board established as permanent agenda items reports from the C.S.A. Director and from the Regional Liaison staffperson.

Respectfully submitted,

Steve Amdur,  
Board member

## ANNUAL REPORT OF THE WOBURN ADVISORY BOARD

Since the inception of the Woburn C.S.A. Advisory Board in July, 1976, the board, through a Search Committee assisted in the appointment of a new Welfare Director for the Woburn C.S.A. office. The five-member committee was formed at the initial meeting of the board. The recommendations of candidates for director did not take place until mid-February and the appointment by the Lawrence Regional Manager immediately followed. Elaboration is not necessary, but many problems and set-backs arose, delaying the Search Committee's progress; however, the task was competently completed.

During this year a Nominating Committee was formed and a successful election of officers followed. Elected were: Madelaine St. Amand, Chairperson; Jerome Lynch, Vice-Chairperson; Jane Griffin, Secretary; and Elizabeth Kenney, Treasurer.

In addition, a Membership Committee was formed; and a representative was selected (Janet Rose) to attend the monthly meeting of the Committee on Local Boards; which holds its meeting in Boston.

By-laws for the board have been adopted using the suggested by-laws of the State Advisory Board as a guideline.

Jackie Comeau, a board member, assisted the Department in the Foster Home Recruitment Campaign.

The Woburn Welfare Office and Advisory Board have been affected by the change in the sub-state boundaries. Involved in this revamping, Woburn will now come under the auspices of the Greater Boston Region rather than the Lawrence Region. As part of this regional change, the town of Harvard is now transferred from the Woburn C.S.A. to the Fitchburg C.S.A. Also affected is the town of Arlington being transferred from Medford C.S.A. to the Woburn C.S.A. Our board has begun implementation of these changes: i.e., inclusion in board membership.

Orientation to both payment and service programs were completed as well as introduction to the structure and procedures of the Welfare Department.

The priorities which we have been and will continue to address in the coming year are issues in the areas of: Child Support, Food Stamps, Space Problems, Medical Vendor Monitoring, and Staff Shortages.

Respectfully submitted,

Janet Rose  
Board Member

APPENDIX II

COMMITTEES OF THE  
STATE ADVISORY BOARD

BUDGET COMMITTEE

Ellen Lipson, Chairperson  
5 Malubar Lane  
Newton Center, Mass. 02159  
(State Advisory Board)

Peggy Brown  
Dimock Health Center  
55 Dimock Street  
Roxbury, Mass. 02119  
(Roxbury Crossing Board)

Martha Reardon  
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36 Miller Stile Road  
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(Cambridge Board)

Edward Murphy  
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Room 2001  
Roxbury, Mass. 02119  
(Adams Street Board)

Mary-Ellen Mack  
91 John Street  
Dalton, Mass. 02116  
(Pittsfield Board)

Melvin Buddish  
86 Pleasant Street  
Worcester, Mass.  
(Worcester Board)

George Spagnolia  
John Scott Nursing Home  
233 Middle Street  
Braintree, Mass. 02184  
(South Shore Board)

Nicki Nickerson  
502 Columbus Avenue  
Boston, Mass. 02118  
(Church Street Board)

Martin Grossman  
1701 Washington Street  
Boston, Mass. 02118  
(State Advisory Board)

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United Community Planning Corp.  
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Western Mass. Legal Services  
15 Hawley Street  
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(Springfield Board)

Frank Sander  
Harvard Law School  
Harvard University  
Cambridge, Mass. 02138  
(State Advisory Board)

Mona Campanella  
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Worcester, Mass. 01890  
(former staff person to Cambridge Board)

Ted Webb  
Exec. Office of Human Services  
State House - Room 109  
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COMMITTEE ON LOCAL BOARDS

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Marie Gunderson  
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Clarie J. Steere  
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NATIONAL WELFARE REFORM COMMITTEE

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LONG-RANGE PLANNING COMMITTEE

Leonard M. Bloksberg, Ph. D., Boston University School of Social Work, 264 Bay State Road, Boston, Mass. 02115

COMMITTEE ON SERVICES TO THE DISABLED

Martin R. Grossman, 1701 Washington Street, Boston, Mass. 02118

APPENDIX III

PROGRAM RESPONSIBILITIES OF  
THE STATE ADVISORY BOARD

Social Services - Barbara Harrell

Administration - Thomas Wojtkowski

Assistance Payments - Kerrie Jones Clark

Medical Assistance - Dorothy Garrison,  
Medicaid Advisory Council







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DEPARTMENT OF PUBLIC WELFARE

STATE ADVISORY BOARD

1978 ANNUAL REPORT

FRANK E. A. SANDER  
CHAIRMAN



STATE ADVISORY BOARD

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THE HISTORY OF  
THE UNITED STATES

OF THE UNITED STATES OF AMERICA  
FROM THE FIRST SETTLEMENTS TO THE PRESENT TIME  
BY  
JAMES M. SMITH  
VOLUME I  
THE EARLY PERIOD  
FROM 1607 TO 1789  
NEW YORK  
PUBLISHED BY  
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1889

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Kerrie Jones Clark

# ORIGINAL ARTICLES

## THE TREATMENT OF TUBERCULOSIS

By J. H. KELLOGG, M.D.

CHICAGO, ILL.

RECEIVED FOR PUBLICATION

APRIL 15, 1919

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# *The Commonwealth of Massachusetts*

## **State Advisory Board**

*Department of Public Welfare  
600 Washington Street  
Boston, Massachusetts 02111*

FRANK E. A. SANDER  
Chairman

November 1, 1978

TO: Governor Michael S. Dukakis and the Members of the General Court

In accordance with the requirements of Chapter 18 of the General Laws, the State Advisory Board to the Department of Public Welfare herewith submits its annual report.

The appended report summarizes the Board's diverse activities during the year just concluded. It has been a busy and productive year. With the significant augmentation in the Board's membership that occurred in June, 1978 (see p. 1), we hope to be even more active in the year ahead.

These are challenging times for a human services advisory board. Amidst incessant inflationary pressures, ironically compounded by the public demand for tax reduction, a group such as ours assumes a special responsibility to provide knowledgeable guidance on how to meet the most basic needs of recipients while at the same time helping the Department to find ways of operating more effectively and efficiently. We also believe that more attention needs to be devoted to the job referral process. In the coming year we hope to examine more closely that process and its relation to the Welfare Department. In the long run it is obvious that the solutions to many of the present inadequacies can only be found in fundamental reform of the welfare system at the federal level. For that reason we have established a Committee on Welfare Reform as a way of informing ourselves and hopefully others on those issues.

I would like to use this opportunity to thank the members of the Board who have worked long and hard over the past year. In pursuing our activities, we have had good cooperation from many officials in the Department. I want to single out particularly the Commissioner, Alexander E. Sharp, who has shown in all kinds of ways that he is a firm believer in the value of advisory boards. We hope that his faith in us has been justified. Finally, I want to acknowledge here the devoted and inspired service of our Staff Assistant, Roanne Cohen. She has made the difference between good intentions and concrete achievements.

Respectfully submitted,

*Frank E.A. Sander*

Frank E.A. Sander  
Chairman

# THE UNIVERSITY OF CHICAGO

CHICAGO, ILL.  
JANUARY 1900



THE UNIVERSITY OF CHICAGO

CHICAGO, ILL.

JANUARY 1900

TO THE PRESIDENT OF THE UNIVERSITY OF CHICAGO

FROM THE FACULTY OF THE UNIVERSITY OF CHICAGO

RESOLUTION OF THE FACULTY OF THE UNIVERSITY OF CHICAGO

PASSED AT A MEETING OF THE FACULTY HELD AT CHICAGO, ILL.,

ON JANUARY 19, 1900

RESOLVED, THAT THE FACULTY OF THE UNIVERSITY OF CHICAGO

DOES HEREBY RECOMMEND TO THE BOARD OF TRUSTEES

THE FOLLOWING RESOLUTIONS:

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THE FOLLOWING RESOLUTIONS:

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|-----------------------------------------------------------------------------------------------------------------------------------------------|--------------------------|
| The following table shows the results of the experiments conducted on the effect of the temperature of the water on the rate of the reaction. |                          |
| Temperature of water (°C)                                                                                                                     | Rate of reaction (g/min) |
| 10                                                                                                                                            | 0.12                     |
| 20                                                                                                                                            | 0.25                     |
| 30                                                                                                                                            | 0.45                     |
| 40                                                                                                                                            | 0.80                     |
| 50                                                                                                                                            | 1.20                     |
| 60                                                                                                                                            | 1.80                     |
| 70                                                                                                                                            | 2.50                     |
| 80                                                                                                                                            | 3.20                     |
| 90                                                                                                                                            | 4.00                     |
| 100                                                                                                                                           | 4.80                     |

- OVERVIEW -

If the main theme of last year could be dubbed "building the system", this year's theme has been "making it work". With the full complement of thirty-eight community service area (C.S.A.) advisory boards in place, State Advisory Board efforts during the past fiscal year have been aimed at finding ways of increasing the effectiveness and scope of citizen participation in the Department of Public Welfare. The format of this year's Annual Report reflects this perspective. As the committees of the State Board have become more active, they have taken on an increasing proportion of the work of the Board. The Annual Report, therefore, is subdivided in accordance with the committee structure of the Board. Events of the past year which do not fall within specific committee areas will be discussed in this section.

Perhaps the most striking change in Fiscal 1978 has been in the composition of the Board. On January 11, Governor Dukakis signed into law a bill increasing the membership of the Board from fifteen to twenty-five. In addition, three of the original Board members had resigned, thereby making it necessary to fill a total of thirteen vacancies. The bill also modified the membership categories, creating limits of eight "recipients of assistance" and eight "providers of assistance".

Throughout the rest of the winter and early spring an intensive recruitment effort for new members was conducted by a Search Committee set up by the Commissioner. Final candidates were interviewed by members of the Committee. In order to increase the ties between the State Advisory Board and local boards most of the recruitment was concentrated on the current membership of the local boards. As a result, fifteen of the twenty-five State Board members are also members of local area boards. By the end of June, all of the new Board members had been selected and sworn in and most had attended their first Board meeting.

In anticipation of an enlarged membership, Frank Sander had organized the Board into a committee structure (see 1977 Annual Report). Each program area of the Department (e.g. Assistance Payments, Social Services) was to be covered by a corresponding committee of the State Board. In order to facilitate communication, Commissioner Sharp had instructed the Assistant Commissioners of each area to make themselves available to meet periodically with the chairperson of the corresponding committee. When the thirteen new members joined the Board, therefore, an already-existing committee structure was in place.

Recruitment of members from local boards was not the only activity designed to increase communication between the State and local boards. The State Board determined to hold at least three State Board meetings a year outside of Boston. This commitment was honored in March when the Board met in Barnstable and in June with a meeting in Worcester. A third meeting will take place in Haverhill in the fall. These meetings have provided access to the Board for individuals unable to travel regularly into Boston. Board members, in turn, have benefited from the change in perspective, not to mention the change of scenery. With the decision of the Committee on Local Boards (see Page 3 ) to hold its meetings in the same geographic location as the State Board, and in the morning of Board meeting days, access for area residents and local board members was further enhanced.

In addition to the committee format described above, the Board as a whole this year undertook a number of projects, summaries of which follow:

In November, a special report on welfare fraud and its detection was presented to the full Board by the Director of the Bureau of Welfare Auditing. A similar session on Area Strategy was held the following month with a presentation by the then Deputy Commissioner of the Department, Sumner Hoisington.

In February, the Board reviewed the Department's plans to place a poster in all local offices describing what clients can do if they feel they have been dealt with in an unfair or coercive manner. Several changes suggested by individual Board members were incorporated into the final poster.

Board Chairman Frank Sander worked out an arrangement with the University of Massachusetts, publisher of Margot Lindsay's useful Handbook for Citizen Boards and Councils to secure permission for the Department to reproduce the Handbook and distribute it free of charge to all local advisory boards. It was felt that the Handbook would be a useful tool to the developing boards. By early summer, copies had been mailed to all local advisory boards across the state.

Lastly, the State Advisory Board began publication of a bi-monthly newsletter, The Advisor, in the Fall of 1977. The newsletter, distributed to the entire network of welfare advisory boards and interested citizens, contains information on State Advisory Board activities and committees and descriptions of local advisory board projects and triumphs.

Before turning to the reports of the various Board committees two acknowledgements should be made: The Budget Committee report was prepared by Ellen Lipson and that of the Food Stamps Committee was prepared by Kerrie Jones Clark.

### COMMITTEE ON LOCAL BOARDS

Last year's decision to change the focus of the Committee on Local Boards has proved to be very successful. Once the Committee no longer needed to participate in the creation of new area boards, it turned to the study of area concerns and issues as perceived by local boards. Every local board was invited to send a voting delegate to meetings of the Committee.

By the end of fiscal 1978, the entire membership of the Committee consisted of local board members. Usually, no less than twenty boards are represented at each meeting. Under the leadership of Stan Gawle and, after January, Barbara Harrell, this Committee has developed into a strong voice by which local boards can communicate their views to the State Board and to the Department.

In the course of the past year the Committee has been involved in the following specific areas:

Staffing of local boards - In response to requests for better staffing from many local boards, the Committee explored various means with the Office of Field Operations. A commitment was obtained from that Office to assist local boards in obtaining half-time staff either from within the Department or from CETA. By the end of fiscal 1978, there were very few local boards without some form of staff support.

Purchase-of-Service - As local boards became more involved in their communities, several began to express interest in the process by which purchased service contracts are awarded and monitored by the Department. In response to this interest, the Committee brought the matter to the State Advisory Board. The Board, in turn, made a motion requesting Commissioner Sharp to provide an opportunity for local boards to review purchase of service proposals and contract renewals in their areas before a decision is made. In December, the Commissioner agreed to participation by local boards in the purchase of service process and requested the Committee on Local Boards to work with Department staff on the best way of accomplishing this objective.

The Committee set up a Purchase of Service Subcommittee shortly thereafter which began to meet regularly with the director of the Purchase of Service Unit, Jolie Pillsbury. This group also included representatives from the Office for Children and the Executive Office of Human Services Task Force on Contract Monitoring.

After several meetings, the group decided that the review of all purchase of service contracts and renewals was too ambitious a task. It was agreed that the group should first develop an instrument that local boards could use in monitoring existing contracted services in one specific area. Day care was selected.

Meetings continued during the summer and a draft questionnaire was developed to be used as a guide for boards in evaluating day care services. This instrument will be pretested in the Fall of 1978 by the Church Street, Cambridge and Woburn local advisory boards. After the pretest, the group will modify the instrument if necessary before proposing it to all local boards. Eventually, the group hopes to see the development

COMMITTEE ON LOCAL BOARDS cont.

of an established procedure, recognized by the Department, by which local advisory boards regularly monitor contracted services.

Access Procedure - The increased activities of local boards in the past year sometimes caused agenda problems for the State Board when too many items were brought up for consideration during meetings. This made it necessary for the Committee to establish procedures for smooth access to the State Advisory Board. After consultation with local and state board members, a procedure was approved for presenting problems from local boards to the State Advisory Board through the use of State Board Committees, the Chairperson and the State Liaison. A copy of the procedures adopted can be found in Appendix I.

## BUDGET COMMITTEE

The Welfare Department's ability to provide for people in need depends both on which programs are funded in the budget and at what level they are funded. Hence the Budget Committee's primary goal has been to enable the State Advisory Board to participate knowledgeably in the budget process. To achieve this, the Committee, which includes program area specialists from the State Board, has met periodically with the Director and Assistant Director of the Department's Budget Office as well as other Budget Office specialists. In addition, the chairpersons of several State Board committees met with the Commissioner and the Budget Director and developed a process which would enable the Board to become involved in emerging issues and to play a constructive role in the formulation of the budget.

### FY79 Budget

Based on Budget Committee recommendations, the State Advisory Board in September 1977 approved the following Welfare Department requests for FY79 and communicated its positions to the then Secretary of Human Services Jerald Stevens: coverage of hospital and nursing home care of General Relief (GR) recipients; expansion of the definition of GR non-employability to account for age, language barriers, and lack of work history or education; a cost-of-living increase for AFDC, GR, and SSI recipients reflecting the actual rise in the Consumer Price Index; and funding of abortions under Medicaid. Rather than immediate implementation of a centralized unit to pre-screen nursing home placements at a \$1.5 million cost, the Board recommended a one-year study to determine whether alternative services are, in fact, available and, in cases where they are, whether or not physicians and hospitals are already making appropriate placements. In November, the Board met with Governor Dukakis to reiterate these priorities and to express its support for increased funding in the protective services, CHINS, and care and maintenance accounts.

As the budget progressed through the legislature, the Budget Committee and the State Board discussed the House and Senate versions of the welfare accounts, and information was sent to the chairpersons of local advisory boards. When members of the legislature's Budget Conference Committee met to iron out the differences between the two versions, State Board Chairman Frank Sander wrote to them explaining the Board's positions.

The Board's priorities were only partially reflected in the FY79 budget. Enough money was included for expansion of GR eligibility but not for GR hospital or nursing home care. A 6.5% increase was included for SSI recipients. For AFDC and GR, only a 6% raise was included, and this was designed to increase the grants without increasing the number of individuals eligible for these two programs. The protective services, CHINS, and care and maintenance accounts were increased. However, Medicaid funds were allowed only for the payment of abortions to prevent the death of the mother or to treat the victims of rape or incest. (See Page 12 for a further update on Medicaid-funded abortions.)

### FY80 Budget

The Budget Committee discussed the FY80 budget requests with Department

BUDGET COMMITTEE cont.

budget specialists in August, before the Department finalized its requests, and again in September, after it submitted them to the Secretary of Human Services. The Committee made recommendations to the Department after the first meeting with the specialists and reviewed its positions in the light of the Department's response at the second. Based on Budget Committee recommendations, the State Advisory Board adopted the position that it is essential that adequate money be included in the FY80 budget for:

- A 6.4% cost-of-living increase for AFDC, GR, and SSI recipients, including those SSI recipients who were grandfathered originally (the "mandatory" cases) and who still have the special needs which caused them to come onto SSI at a higher level.

- Elimination of the age limit for the expanded definition of GR eligibility.

- Cash assistance for those who are deemed employable under the new GR criteria but who are unable to find jobs.

- Restoration of hospital care for GR recipients.

- Unrestricted funding of abortions under Medicaid.

- Efforts to establish alternatives to nursing home care for the elderly.

- Increased outreach efforts for Project Good Health.

- Expansion of protective services with high priority given to preventive measures.

- Implementation of a sliding fee scale for day care.

In addition, the Committee felt the following issues merited further investigation, and the Board referred them to the appropriate committees:

- transfer of homemaker services for the disabled to the Massachusetts Rehabilitation Commission;

- regional hearings for appeals;

- quality of care given in HMO's;

- procedure for a second opinion for elective surgery.

Commissioner Sharp accepted the Committee's recommendation that representatives of the State Board be included in planning and evaluating the program for families to assume some financial responsibility for relatives in nursing homes, and in planning the bank account file match.

The Committee and the Board will follow through on these positions by pursuing them further with the appropriate members of the executive and legislative branches of government.

## FOOD STAMP COMMITTEE

The Food Stamp Committee (FSC) has had an active fourth year as a working committee of the State Advisory Board. Under the leadership of co-chairpersons, Kerrie Jones Clark and Wendy Kane, the Committee has worked to : 1) encourage adequate staffing of the Food Stamp Program within the Department, 2) prompt the Department to increase its outreach/community education efforts, 3) monitor and evaluate the training of food stamp eligibility workers, 4) conduct a survey of recipient needs, 5) participate in the formulation of new food stamp regulations mandated by Congress and 6) establish membership guidelines for the FSC which require that voting members of the committee be drawn from a cross-section of Food Stamp Program participants.

After a two year struggle with the State legislature for additional funds the Food Stamp Program received 125 additional positions for fiscal year 1978. The FSC worked with the Department in securing the positions and in monitoring the placement of additional personnel. The Massachusetts Food Stamps program is at an adequate staffing level (and not dependent on CETA) for the first time since the program began.

Unfortunately, in spite of additional staffing obtained this year, the Department continues to ignore U.S.D.A. (Agriculture) regulations concerning adequate outreach and community education. Consequently, thousands of eligible individuals (primarily elderly) have not been informed about the Food Stamp program. Although the Department hired an outreach coordinator last summer, it has not made outreach a priority in program planning. It is the Committee's hope that the new food stamp regulations, which mandate specific types of outreach, will improve the Department's outreach performance.

One of the major projects undertaken by the Food Stamp Committee was the evaluation of the training given to eligibility workers across the state. It was the Committee's opinion that training affected every aspect of an eligibility worker's ability to do a good job and that many of the mistakes made by eligibility workers are a result of either poor training or inadequate supervision. The Committee met with Margo Blaser, Head of the Training Unit, on several occasions to discuss the type and length of training given workers and problems she encountered within the Department (lack of funds, lack of staff, low priority, etc.) in designing a training program. Margo arranged for committee members to attend training sessions throughout the state and report findings to her. Monitoring training in the six regions resulted in a variety of information being available to the committee and the Training Unit. Training ranged from very good to fair depending on a) the ability of the trainor to inspire trainees, b) the support given to training by regional staff and supervisors in local offices, and c) the training received by supervisors in local offices. Committee members were able to listen objectively to the materials presented and then talk to both trainors and trainees about problems, process and material. Because it was successful this year, the Committee plans to evaluate training, as well as other programs, on a regular basis.

Committee members spent several months conducting a survey among DPW community support groups (CAP's, legal services) to determine whether, in their opinions, local welfare offices were meeting recipient needs. The

FOOD STAMP COMMITTEE cont.

results of the survey indicated that many needs were being met and that relationships between community groups and local offices were generally good. Lack of adequate hours for intake and lack of information about DPW programs were the two most frequent cited problems. The Food Stamp Committee is currently working with the Department on these problems as well as several technical food stamp problems.

Congress passed a new act last year which will radically alter the Food Stamp Program and have an extremely negative impact on food stamp consumers in New England. Members of the Food Stamp Committee worked (with the Department and independently) to attempt to lessen the negative impact (an estimated 68% of existing cases will have their benefits reduced or cut off) of Congressional action. When the Act was finally passed, Committee members began working with other groups throughout New England commenting on draft regulations promulgated by U.S.D.A. The Department and the Committee have written countless pages of comments and attended numerous meetings designed both to improve the regulations and explain the new program. The Committee will continue to work with the Department monitoring implementation and doing community education that best informs food stamp consumers of the impending loss of food buying power as a result of the new Act.

The Food Stamp Program has been considered a sidecar of the Department. So too, has the Food Stamp Committee been sidecar to the State Advisory Board and the Department because of the constantly changing membership. In an effort to improve the quality of service offered by the Committee, an appointment system was established for voting members. The Committee will now draw representation from food stamp consumers, program participants (banks, grocery stores, nutritionists) and advocates. It is the hope of the Committee that this broad based representation will make the Food Stamp Committee a more effective tool for the food stamp consumers in Massachusetts.

SOCIAL SERVICES COMMITTEE

This year the Social Services Committee, chaired by Barbara Harrell, has been primarily occupied with the issue of protective services. At the initial request of the New Bedford Advisory Board, the Committee polled all other area advisory boards in the state for their opinions of the new protective services model proposed and instituted this year by the Department.

The information obtained from this poll was summarized by Ms. Harrell and presented to the then Assistant Commissioner for Social Services Ruth Malenka. In March, Ms. Harrell met with Martin Abramowitz, Assistant Commissioner for Research and Planning and Phyllis Hersch, Director of Protective Services to explore how local boards could become involved in monitoring the new model. It was decided that each board begin to document problems with the model in its own area and forward this information to Barbara Harrell.

A second area studied by the Committee has been the creation of a new state social services agency separate from the Welfare Department. With the passage of such legislation this year, the Committee will become very active in monitoring its implementation and assessing its implications.

Finally, Barbara Harrell was asked to serve on a search committee to find a new Assistant Commissioner for Social Services following the resignation of Ruth Malenka. The search committee chose John McManus to be Assistant Commissioner and Christina Crowe to be his deputy.

#### ASSISTANCE PAYMENTS COMMITTEE

Until the appointment of the thirteen additional Board members in June, 1978, this Committee consisted solely of its Chairperson, Kerrie Jones Clark. The main issue studied by Ms. Clark and the Board was the Work Experience Program. As a result of Ms. Clark's research and recommendations the Board voted to oppose the program. In December, 1977, Mr. Sander wrote to the United States Departments of Labor and Health, Education and Welfare, informing them of the Board's continued opposition to the Work Experience Program.

In the coming year, the expanded Assistance Payments Committee will, among other things, be dealing with emergency assistance restrictions, cost-of-living increases and monthly income reporting.

WELFARE REFORM COMMITTEE

The Welfare Reform Committee was established last year when it was decided that the Board should devote greater attention to national welfare reform issues. To this end, the Committee reviewed the pending legislation and met regularly with Assistant Commissioner for Research and Planning Martin Abramowitz. In November, 1977, the Board made recommendations to Commissioner Sharp on areas that should be included in the Governor's impending testimony in Washington on welfare reform.

With the demise of national welfare reform in the national legislature, the Committee was charged in March, 1978, with a new area of study. The Department was planning to institute a monthly income reporting pilot study in two community service area offices and was applying to HEW for a planning grant. The area boards of the two selected offices--Roxbury Crossing and Adams Street--had reservations about the plan and requested intervention by the State Board. Chairman Sander asked the Welfare Reform Committee, expanded to include representatives of the two area boards, to 1) explore the error rate in conjunction with the Department and 2) explore a variety of methods to improve the error rate, such methods to include, but not be limited to, monthly income reporting.

The Committee met regularly and frequently with members of the Department's Research and Planning, Assistance Payments and Appeals offices and reviewed the draft proposal. Several changes suggested by the Committee were incorporated into the final proposal which eventually was accepted by the Federal government.

Despite differing views on monthly income reporting held by various Committee members the group as a whole agreed to continue to meet with Department staff, study pertinent documents and closely monitor the six month planning process over the coming year. It was also agreed that for Fiscal 1979 this function and those individuals interested in its pursuit would be transferred to the Assistance Payments Committee. Such a transfer would free the Welfare Reform Committee to recommence its study of upcoming national welfare reform legislation.

MEDICAID ADVISORY COUNCIL

One of the traditional areas of the State Board's concern has been that of Medical Assistance. However in this area another advisory group, the Medicaid Advisory Council, has also been active.

The Medicaid Advisory Council began in 1973 as an ad hoc consumer group convened by Melvin Scoville, then Assistant Commissioner of the State Medicaid Program. In August 1976, the group reformulated itself to fit the requirements of a federal (HEW) regulation mandating a State Medical Care Advisory Committee. At that time, the membership included thirteen Medicaid recipients, six consumer advocates and six providers. The Assistant Commissioner of Medical Services, Peter Bloomsburgh, was appointed as an ex-officio member.\* The Council has continued to meet with Mr. Bloomsburgh, on a monthly basis, since that time. Current committees of the Council cover the following areas: long term care; hospitals; administration and eligibility; pharmacies; ambulatory care and budget.

With the appointment of Council Chairperson Dorothy Garrison to the State Advisory Board, increased efforts have been made to bring these two groups into close coordination. The Board, for example, has not been active in the Medicaid area, leaving that largely to the Medicaid Advisory Council. In addition, Ms. Garrison has provided analyses of Medicaid-related legislation to the Board.

It is expected that, in the coming months, a formal agreement will be drawn up, specifying separate roles as well as areas of joint activity, with a view to attempting to coordinate the work of these two advisory groups.

\*A list of the current members of the Medicaid Advisory Council may be found in Appendix II.

LEGISLATION

Medicaid funding for abortions

This year, the Board continued its strong opposition to the legislation proposed by Representatives Doyle and Flynn in their attempts to amend the FY79 state budget and prevent indigent women from obtaining Medicaid abortions. The Board was consistently supported in its stand by Commissioner Sharp and Governor Dukakis who maintained their view that Medicaid recipients deserve the same standards of medical care as do all other citizens and that women should not be denied access to any medical procedure simply because they are poor.

As part of its support for Medicaid funding for abortions, the Board also sent information on and reasons for its position to the thirty-eight area advisory boards across the state. In response, many of these boards joined with the State Board in supporting Medicaid funding and communicated their views to the legislature.

When the FY'79 budget was signed into law on July 10, its language with regard to public funding for abortion restricted such funding to those cases wherein the life of the mother was in danger, or where forced rape or incest had occurred. In response to a court challenge of this restrictive language, U.S. District Court Judge Andrew Caffrey ruled that state-funded Medicaid payments after August 1 would be made for those cases which complied with the federal Hyde Amendment language, thus extending the coverage to Medicaid-eligible women for whom pregnancy would create "severe and long lasting physical health damage". This court ruling was immediately appealed to the Federal Circuit Court of Appeals. On August 7, a new ruling required the Commonwealth "to provide funding for abortions to all Medicaid-eligible pregnant women for whom a physician has determined that an abortion is medically-necessary". Medical necessity is based on the professional medical judgement of a licensed physician, in light of all factors affecting a woman's health. Until further court actions are taken, the Department of Public Welfare will make Medicaid payments for abortions performed as "medically-necessary services" on or after August 7, 1978.

Department-filed legislation

As soon as the Department's 1978 legislative package was complete it was distributed for comment to the Board. Since the bills dealt primarily with the areas of assistance payments and medical assistance, Kerrie Jones Clark and Dorothy Garrison provided the analysis and recommendations at the March meeting of the Board. Several recommendations were communicated to the General Counsel with resultant changes in the pending bills.

APPENDIX I

ACCESS PROCEDURE

Section 1: Introduction

Section 2: Findings

The findings of the investigation are presented in this section. The committee has identified several areas of concern and has recommended specific actions to address these issues. The findings are based on a thorough review of the available data and the results of the investigation. The committee has identified several key areas for further investigation and has recommended specific actions to address these issues.

ACCESS PROCEDURE

Local boards wishing to submit their concerns to the State Board should use one or more of the following procedures:

1) Substantive Committees. The expanded board now has committees corresponding to the program areas of the Department. Chairpersons of these committees may be contacted directly by local advisory board members who have questions or concerns pertaining to a particular program area.

2) Committee on Local Boards. Every local advisory board has the right to be represented on this committee. If an issue has general implications for other local boards or simply does not fit into any of the program areas it may be introduced here. This committee generally meets the morning of State Advisory Board meeting days.

3) Chairman of the State Advisory Board. Any local board wishing directly to inform Frank Sander of its position or ask for a response on a particular issue may do so through the State Advisory Board at 600 Washington Street, Boston, Mass. 02111. Similarly, local boards may request Mr. Sander to refer their question or concern to the appropriate subcommittee of the State Board.

4) State Advisory Board Liaison. Roanne Cohen is always available for consultation by phone or mail if a board has a concern but is uncertain of how to proceed with a request for State Board consideration. She may be reached at 600 Washington Street, Boston, Mass. 02111, (617) 727-8588.



APPENDIX II

MEDICAID ADVISORY COUNCIL MEMBERSHIP



MEDICAID ADVISORY COUNCIL

MEMBERSHIP FOR 1978

Officers

Dorothy P. Garrison, Chairperson  
c/o Ken Guscott Associates  
4218 Prudential Center  
Boston 02199

Judith Thompson, Vice-Chairperson  
665 School Street  
Stoughton 02072

Kitty Goodwin, Vice-Chairperson  
132 Amory Street, Apt. #13  
Brookline 02146

Lucien Wulsin, Co-Secretary  
Greater Boston Legal Services  
793 Tremont Street  
Boston 02118

Carolyn Darack, Co-Secretary  
Massachusetts Health Council  
1672 Beacon Street  
Waban 02168

Helen Cox, Ex-Officio  
Community Liaison  
Roxbury Crossing WSO  
1491 Tremont Street  
Boston 02120

Peter Bloomsburgh, Ex-Officio  
Assistant Commissioner  
Medical Care Division  
Dept. Public Welfare  
600 Washington Street  
Boston 02111

Patricia Prendiville  
18 Upsala Street  
Worcester 01607

Members

Pearl Appling  
9 Hannon Street, Apt. #15  
Dorchester 02124

Susan Boyd  
3 Goodwin Place, Apt. #14  
Boston 02114

Mil Brooks  
2104 Washington Street  
Newton

Jessie Farrier  
35 Vine Street  
Roxbury 02119

Gary Goldstein, D.D.S.  
Dental Director  
73 High Street  
Charlestown

Melinda Lusk  
31 Oread Street  
Worcester 01607

Jeanne Madden  
31 Thorndike Street  
Arlington 02174

Leo McCarron  
Mass League of Community Health  
Centers  
120 Boylston Street  
Boston 02111

Mary Lou McCarthy  
48H Brandywine Drive  
Shrewsbury 01545

Lawrence Osterweil  
Prospect Street Nursing Home  
195 Prospect Street  
Cambridge 02139

Priscilla Rhodes  
80 Brighton Avenue  
Allston 02134

MEDICAID ADVISORY COUNCIL MEMBERSHIP cont.

Judith Stone  
Social Service Director  
Newton-Wellesley Hospital  
2014 Washington Street  
Newton 02162

Florence Tankevich  
Newton Wellesley VNA  
1589 Beacon Street  
Waban 02168

Linda Winchell  
360 Washington Street  
Lynn 01901

Dr. Thomas J. Whitfield  
Round Hill Road  
Box 75  
Great Barrington 02134

APPENDIX III

ANNUAL REPORTS OF COMMUNITY SERVICE AREA ADVISORY BOARDS



ANNUAL REPORT OF THE ATTLEBORO C.S.A. ADVISORY BOARD

The Attleboro C.S.A. Advisory Board has been meeting monthly since September 1977. Most of the time spent at each meeting was a concern of the conditions of the local C.S.A. office. The first request for new office space was made on March 26, 1976 and through many, many problems, the new office was acquired in August of 1978. This took a total of 2 years and 5 months, a far too lengthy time. A request was made in October, 1977 for office equipment, and we were notified there was no allocation for it. We then wrote letters to local agencies, civic groups asking also of the school department for any equipment they could spare. The results were negative. Needless to say the entire situation has been very time consuming.

During the year a newsletter was started, and distributed to local areas where citizens had access to it. We have received very favorable comments as to its contents. This newsletter will be published four times a year giving pertinent information as to what is going on in the community, new laws in effect, and where to get help.

A regional meeting was held in Lakeville, trying to get the members of the New Bedford regional area together and share information. We started a survey on Medical Assistance payments, and had asked the Department, twice, to send a representative to our meetings and no one came. This was quite a concern to us, that the department showed no interest in what we were doing.

Throughout the year our Board has worked with the teams of Title XX, and were impressed with their presentations.

We are looking forward to the new year of 1978-79 and hopeful of working a little closer with the department in areas of local concern.

Respectfully submitted,

Dr. Adolph Bender  
Chairperson (1978)

ANNUAL REPORT OF THE CAMBRIDGE C.S.A. ADVISORY BOARD

The Cambridge C.S.A. Advisory Board embarked on its seventh year with twelve new members, four new officers, a relatively new Director and a new office. However, it inherited some old problems. In the annual report for 1977, concern was expressed about the "increasing shortage of staff at the Cambridge office. Workers were being promoted or transferred to other offices without being replaced". The experience of an additional year compels this Board to renew and re-emphasize that concern.

Early in September of 1977, the Assistant Director for Administration was promoted and moved from Cambridge to become Assistant Regional Administrator for Data Control; in December, the Assistant Director of Assistance Payments was transferred out of the Cambridge office. In January, 1978, by direction of the Board, the Chairperson met with the Regional Director to urge action on replacements. Both vacancies remained unfilled until May of 1978 when a temporary Assistant Director for Assistance Payments was assigned to Cambridge. As of now, September, 1978, a year since it became vacant, the post of Assistant Director for Administration is not yet filled.

The Director and the staff are to be congratulated on their capacity to have survived the year intact and without major crises. However, if the Department of Public Welfare is to fulfill its statutory obligations, it must recognize its responsibility to provide adequate staffing for the job to be done.

ORIENTATION. Before the monthly Board meetings began, an orientation session for new Board members was conducted by the Director. An overview of the work of the agency was presented followed by a discussion period and a tour of the offices.

Further orientation was provided during the year by two staff members who attended separate Board meetings, one to explain the functions and operations of the Intake Unit, the other the duties, responsibilities and procedures of the workers in the AFDC Unit.

BLIZZARD ASSISTANCE. Despite all the difficulties, the Director and an adequate number of CCSA staff members kept the office open and operating from Wednesday, February 8, through noon on Saturday of the following week. A total of 288 non-deductible food vouchers were dispensed in the amount of \$7,610,000. As federal disaster regulations became operative, emergency food stamps were issued, ½ month's worth, to many citizens.

RAP. The Recipient Awareness Paper published a Christmas issue this year under the guidance of Bruce Pulleyblank, our student intern, and with the generous contribution of the Cambridge office of the E.O.C. where the typing and reproduction were done. It was distributed to the Medicaid and AFDC recipients and to the Cambridge social service agencies.

ASSISTANCE PAYMENTS

AFDC. As a result of one Board meeting at which the Supervisor of

CAMBRIDGE BOARD cont.

the Cambridge AFDC unit discussed the nature of the work of the unit and the responsibilities of the social workers, the Board sent a letter to the Associate Commissioner for Field Operations, Robert S. Cassidy, recommending a reduction in the paper work and case loads of social workers in AFDC units. There was included a suggestion that easing the load would bring about improvement in service, working conditions and administration and ultimately benefit the client.

MEDICAL ASSISTANCE (MEDICAID). At the time of the state budget hearings, the Board voted to write letters, collectively as the Board and separately as individuals, to the Cambridge state legislators urging them to vote against attaching the "Doyle-Flynn" antiabortion language to the Medicaid line item of state budget FY 1979.

GENERAL RELIEF. In March, 1978, the Board sent a letter to the Assistant Commissioner for Assistance Payments, Steve Kane, registering its support for the "scorecard" approach in determining the employability of General Relief applicants; it also recommended that additional factors be considered in the "scorecard" approach, i.e. the sudden loss (by death or illness) of an income provider, severe language limitations, appearance and demeanor, educational handicaps.

SOCIAL SERVICES

Protective Services. The new Protective Services Model, developed by the Central Office, was a subject of considerable, concerned discussion by the Board. It was decided that a subcommittee be appointed to investigate protective services problems in Cambridge in cooperation with other local agencies similarly concerned. The CCSA will document its own experience with the new Model and, together with the subcommittee, report its findings to the Board as well as to the Central Office.

COMMITTEE WORK

The Purchase of Service Committee reviews the contracts of social service agencies in Cambridge, makes visits to them and writes evaluation reports of their programs which are submitted to the Director of the Central Office Purchase of Service Unit.

This year one of its members, Phyllis Simpkins, became Chairperson of the Purchase of Service Subcommittee of the State Board Committee on Local Boards. The Subcommittee is engaged in developing a plan for the creation of Purchase of Service Committees by other boards.

The Housing Committee was originally set up to monitor the Cambridge Housing Authority's Tenant Services programs. To avoid duplication, the Board voted in February 1978 to disband the Housing Committee and to incorporate its functions into those of the Purchase of Service Committee.

The Revolving Fund extends small loans to clients in emergency situations. The churches in Cambridge are largely responsible for maintaining this fund; this year they were joined by Local 25 of the United Rubber Workers Union. The record of repayment is reasonably good.

CAMBRIDGE BOARD cont.

The Nominating Committee is responsible for the screening and selection of Board members who will be representative of the population of Cambridge.

The House Committee was created this year at the suggestion of the Director to help with some of the practical problems of settling into a new office. The Committee managed to present two filing cabinets as a gift. With money solicited from local businesses and labor organizations, they made it possible to buy needed office equipment (not allowed for in the budget) such as chairs for interviewing rooms. Under the leadership of its Chairperson, George Manning of American Biltrite, the Committee has established a "Children's Fund" on which to draw for ice cream or transportation or other such items for foster children. Until now the C.C.S.A. staff took care of these costs out of their own pockets.

The Cambridge Board has applauded and participated in the expanding activities of the State Welfare Advisory Board. One of its members, Sue Ochs, has been selected to serve on that Board. Another, previously mentioned, carries responsibilities on the Subcommittee on Local Boards.

The cooperation and support of the Board members have made possible an active and productive year; they merit a special expression of appreciation in this report.

The Director and the staff members who manned the office during the blizzard "blitz" have earned particular commendation. Reference has already been made to their fine performance throughout the year despite the undue pressures resulting from the continuous shortage of staff.

Finally, special mention must be made of our student intern Bruce Pulleyblank, who acted as an administrative aide to the Director, as staff for both the Board and the Purchase of Service Committee and revealed himself to be a man for all needs.

Respectfully submitted,

Vivian Katz  
Chairperson

ANNUAL REPORT OF THE CAPE COD AND ISLANDS C.S.A. ADVISORY BOARD

During the 1977-78 year, the Cape Cod and Islands Welfare Advisory Board held ten meetings. The overall work of the Board can best be described as assertive; the results of its efforts can best be described as a challenge. By the start of its second year, board members had accepted responsibilities, identified their goals, recognized their strengths and weaknesses, and developed plans for enhancing the former and minimizing the latter. The Board followed up those plans with constructive action.

At the September meeting, the first after the summer recess, the order of business was to fill vacancies of normal attrition. Four new members had been recruited and were elected. The Board then addressed itself to the serious situation on the Lower Cape wherein welfare recipients were being deprived of pharmaceutical services in their communities, required to travel many miles to have their prescriptions filled or to obtain emergency prescription drugs. A Task Force to solve the problem was appointed. The meeting wound up with a review by Evelyn Mordechai, Title XX Planning Unit, Central Office, of the Title XX survey completed the preceding spring.

The October meeting was an informal one, the nine members present holding open discussion due to lack of quorum. The success of the Task Force, elected at the preceding meeting to deal with the pharmaceutical situation down-Cape, was reviewed; both pharmacies had resumed prescription service to recipients; the Board appreciates the full cooperation of Senator John Aylmer and concerned Central Office personnel who responded to the Task Force's efforts to focus attention on the need for immediate action. Also discussed was the problem, apparently state-wide, that had surfaced at a Regional State Advisory Board meeting in Lakeville where problems doctors and hospitals are having were aired. These concerned third-party payments of Medicaid bills to medical care providers and how non-payment of providers' claims was affecting services to recipients. There followed discussion of the new WIN plan, presented at the State Advisory Board meeting, and also our board members' reaction to the way State Advisory Board meetings are conducted; i.e., no opportunity for input from local boards. The meeting adjourned after it was agreed to invite Cape Cod Hospital to designate a staff member for Board membership. The newsletter RELATE was distributed.

Seven new members joined the Board in November, having been appointed by the State Advisory Board, and elected. The Annual Meeting was postponed from October, was convened and officers elected. A report was made concerning efforts to learn more about payments difficulties providers were encountering and ways we might help; it was concluded our role might best be one of improving communication between all concerned.

The December meeting was almost entirely devoted to health care problems both on the Cape and on Martha's Vineyard. There followed further discussion of difficult-to-place foster children, the WIN program, the proposed work program for unemployed fathers, and our board members' dissatisfaction with the quality of State Advisory Board meetings; the board voted to inform the State Advisory Board in writing of its impressions.

CAPE COD AND ISLANDS BOARD cont.

The guest speaker at the January meeting was Paul Flaherty, Project Good Health Specialist, Falmouth C.S.A., who reviewed his work in getting physical and dental examinations for all persons under twenty-one years of age. Reports were made of further study of the foster care needs for children, of the Pathway Study of the Area Strategy Planning Team, and of the response of the State Advisory Board to our request that more opportunity for input be accorded local boards. The State Advisory Board will hold its March meeting here on the Cape and will conduct other meetings outside of Boston in other parts of the state.

The February meeting was held at Cape Cod Hospital; Administrator John Stockwell was guest speaker. The Board toured the new wing of the facility. Before adjournment, C.S.A. Director announced a public meeting regarding the Area Strategy Team was to be held. Two new Board members were elected.

At the March meeting final arrangements to host the State Advisory Board were aired. The guest speaker was William McDonough, Director of the Barnstable W.S.O., who discussed the operation of the local office. Mr. McDonough reinforced our knowledge that the office is inadequate for the needs of the personnel operating it and the clients it serves. The square footage and layout of the building at 269 Barnstable Road does not permit anything but chaos in the attempt to carry out reasonable services by this Department branch, to its clients. There followed discussion of the Area Strategy Team and the Pathways Project, a review of the meeting with Mr. Stockwell at Cape Cod Hospital, a letter from the Barnstable District Medical Society expressing frustration with Medicaid forms, rejection of claims, and the payment scale. A letter from the Chairman of the State Advisory Board, announcing its expansion and asking nominations from our membership was presented. Two members volunteered to be nominees to the State Advisory Board.

Prior to adjournment, it was announced that the Needy Fund has been appointed to distribute sixteen thousand dollars in emergency fuel funds and that another eight thousand dollars was expected to be available later in the year. Needs for used furniture for needy families was also mentioned, with a great need for storage space and more manpower expressed. Two new Board members were elected to fill vacancies.

At the Board's April meeting copies of the latest RELATE were distributed, reports were made concerning activities of Board members serving on Cape Cod Hospital committees and Task Forces, the State Advisory Board meeting held in Barnstable in March, the need to advise legislators of our Board's stand on the abortion bill (that it be considered as a separate issue from the budget), effects of the cut-off of unemployment compensation on the labor force, and again, space needs of local welfare service offices. Ms. Ann Condon, Foster Care Home Fincer, New Bedford Regional Office of Social Services, was our guest speaker.

Our guest speaker at the May meeting, Assistant Commissioner Steve Kane, Assistance Payments Division, Central Office, discussed the budget, various programs, and the needs to be met. There followed a report on

CAPE COD AND ISLANDS BOARD cont.

the public meeting Cape Cod Hospital had held the previous month, a report on the Title XX meeting at Lakeville and an area meeting of Welfare Advisory Boards. The Space Needs Committee asked a letter be sent to the House Ways and Means Committee to request release of approved monies for this purpose; it was so voted. The letter was sent. Mr. Roy Gedat, Title XX Unit, introduced the Title XX Issues Survey.

The Annual Meeting was held in June and officers for the 1978-79 year were elected. Chairmen of standing committees were appointed. The balance of the meeting was devoted to the Title XX Questionnaire as presented by Mr. Gedat who had come again for the purpose of obtaining the local board's input.

In reviewing the developments and accomplishments of the Cape Cod and Islands Welfare Advisory Board over the two years since it was organized, there is sincere appreciation for what this board has done. With the help and guidance of C.S.A. Director Niles Peterson, its members have faced squarely each emerging problem; in some instances their direct actions have resulted in immediate and concrete solutions; in other areas, work continues. The attitudes of board members reflect concern and determination that the difficult we will accomplish immediately--the impossible may take a little longer.

Specifically, the situation encountered in the Lower Cape pharmacies was brought to an early and satisfactory conclusion and service to recipients continues. Suggestions voiced by our Board concerning ways the State Advisory Board might improve its function and communication with local boards were heard, understood and accepted; the State Board is proving itself amenable, is giving greater consideration to problems of outlying parts of the Commonwealth, and is expanding its membership in order that more local board input can be made and utilized, thereby strengthening the advisory capacity of that group and the local ones, as well. Both nominees to the State Board from our local board have been elected and will serve in coming months.

Our long-term project, that of improving relations between providers of medical services to recipients, recipients themselves, the community, and the Department of Public Welfare, is proceeding. Open meetings have been held; the hospital is beginning to respond to community needs; still to be overcome are payments problems. The Board will continue its concern in this area and continue to push for a better system, one more equitable to the provider sector of the population so that recipients' needs may be met adequately and providers may receive just compensation. At the same time, lines of communication are now established and open to enable a reasonable exchange of ideas and opinions.

Filling the needs of the local welfare service offices for adequate space is one of our first priorities for the upcoming year. The complications and stumbling blocks are the maze of our legislative procedures; we have received no response to our letter to the Chairman of the House Ways and Means Committee. Since the bill has passed to separate social services out of the Welfare Department, it is presumed that the new Department of Social Services will have to

CAPE COD AND ISLANDS BOARD cont.

address the issue of where to locate their office on Cape Cod. At present the Welfare Office of Social Services (OSS) is housed in a very overcrowded space on the second floor of the Bourne town hall. The crowding in the Falmouth office was alleviated somewhat by rental of additional space into which the food stamp unit moved in August 1978. The Barnstable W.S.O. in Hyannis is extremely overcrowded and must have a larger office. The Nantucket office director has given notice to the department to remove that office from her house, a "temporary" expedient that has existed for seven years. The Orleans and Martha's Vineyard offices are relatively new and in good shape.

The creation of the new Department of Social Services may alter the Community Service Area (C.S.A.) concept with two departments instead of one but on that we will have to wait to see what implementation brings. To this, the board will address itself in coming months.

There will come to the attention of the board a number of problems as yet unidentified; it is with complete confidence in the membership of the Cape Cod and Islands Welfare Advisory Board that I anticipate these will yield to their dedication. The board sees itself clearly as an entity with but one function: to improve delivery of services to welfare recipients. Given this goal and their determination, the board will continue to meet its obligation to the community.

Respectfully submitted,

Andrea Leonard  
Chairperson (1978)

ANNUAL REPORT OF THE CHURCH STREET C.S.A. ADVISORY BOARD

The Church Street Board elected its present officers in November, 1977. Membership/Publicity has been the only standing committee this year; other task forces have met as needed. Board members have served on the Committee on Local Boards and the Medicaid Committee, and participated on the Area Strategy Planning Team.

A task of major importance which remained from last year was selection of the C.S.A. Director.

When the previous civil service list was thrown out because of the waiver of the MSW qualification, Board members met with Willie Sheriff, Associate Regional Manager/Administrator, to establish job qualifications. Publicity and advertising were agreed upon, and ads were placed in major Boston newspapers in April. The Board task force screened resumes, agreed on candidates for interviews, and participated in the interviewing process with Austin O'Malley. Three candidates were approved for the position. The Board's criteria for selection were 1) understanding of and sympathy toward recipient needs, 2) demonstrated ability to manage a large bureaucracy and 3) interest in working with the Board. We were interested in acquiring the expertise of someone already familiar with the Department, and were pleased when John Curri van, Acting Director of the C.S.A., was promoted to the Directorship in August.

In November, questionnaires were distributed to workers in the Church Street and East Boston offices. Response was small. The main concerns of workers were inadequate working facilities, dreary buildings, lack of privacy and difficulty keeping up with changes in Department policy. Major repainting at Church Street over the last year, a result of Jack's persistence in acquiring a painter, has made a tremendous improvement in the appearance of that office. East Boston is a more serious matter. The building has received little maintenance for at least two years because of a dispute between the Department and the City of Boston, the landlord. Despite a legal mandate to do so, the Department has refused to request necessary maintenance funds. The Board is maintaining close contact with the Union steward about when and how it might be helpful in applying pressure to improve the situation. Meanwhile, whatever resources available in the C.S.A. will be used to make temporary improvements. Commissioner Sharp, in attendance at our February meeting, announced that the Department is now distributing policies only once per month, except in emergencies, and Jack agreed that this has made it much easier for workers to keep up with changes.

The Board has had a major interest throughout this year in making itself better known to its communities and in recruiting new members. We developed a brochure for distribution through local Welfare Service Offices and other agencies, and sent Public Service Announcements and a Press Release to local radio stations.

An ambitious plan to assess needs and raise community awareness of the Board was initiated in November. Members prepared lists of agencies in their community and drew up an interview format eliciting information about the agency's relationship with the Department and/or recipients, and its knowledge of problems or especially effective programs. When

CHURCH STREET BOARD cont.

the Board became aware of Area Strategy Planning in December members accelerated their plans for contacting agencies, relying on phone contacts rather than personal interviews, and canvassed their communities in preparation for testimony at the Area Strategy Team's Public Hearing. In addition, members requested and were graciously extended an invitation to meet regularly with the Harbor Area Strategy Team. At meetings they pushed for greater public inclusion in the planning process, and although limited by the process itself, the Harbor Team was especially responsive in this respect.

The overall plan to assess needs and publicize the Board was only moderately successful, limited by the time and energy of members. We have felt, throughout the year, inhibited by our limited time, and have supported the attempts of some members of the Department to gain staffing assistance for Boards.

In May and June, members met several times with Mike Early of the Title XX Planning Unit to prepare recommendations for the 1980 Social Services Budget. We appreciated the Department's inclusion of Boards in the process, and especially Mr. Early's patience and thoroughness in helping us understand the technical material, and accomplish the tasks necessary to submit our recommendations.

Over the summer Church Street has been involved with the Sub-committee (of Committee on Local Boards) formed in response to both the advisory boards' interest in monitoring social services provided under state contracts and the Purchase of Service Unit's (PSU) interest in involving citizens in the assessment of services contracted through that Department.

Representatives of these boards - Woburn, Cambridge and Church Street - have met with the Director and other representatives of PSU to clarify how each group could best utilize the efforts of the other without unnecessarily duplicating the assessment procedure or harassing providers. Once Day Care was selected as the area on which to begin a pilot study, a questionnaire was prepared which directs the monitor's attention to very specific facets of Day Care services - facets which we feel even lay persons can judge. Initially it was hoped that all three Boards would test the pilot questionnaire in September but due to strain on personnel at PSU Cambridge and Church Street it will be delayed until October. It was agreed that first team would not go out until there is opportunity to have orientation with PSU workers first.

The long range implications for C.S.A. Advisory Boards in this particular type of project are unclear given the new Department of Social Service and the new boards that this will engender but at the very least the ground will have been broken for boards in general to protective monitoring with the close cooperation and assistance of the Department of Public Welfare.

Over the course of the year the Board heard several presentations from Assistant Director for Social Services, Helen Reinhard, about social services in general and, in particular, protective services. We are watching the development of a separate department of social

CHURCH STREET BOARD cont.

services with interest. We are examining the Department's response to abuse and neglect reports, and will be looking for ways to make this less distressing to parents and communities.

In upcoming meetings we will also be investigating check cashing problems of recipients and the possibility that the Department will suspend ID cards. We are considering an invitation to work with the Boston Jobs Coalition, and will continue to work on day care monitoring. We are anxious to recruit new members for the coming year.

Respectfully submitted,

Jodie Wigren  
Secretary

Mary Lou Kaufman  
Chairperson

ANNUAL REPORT OF THE FRAMINGHAM C.S.A. ADVISORY BOARD

The Framingham Area Welfare Advisory Board spent a good part of the year in a self educating process, to familiarize our members with the services and policies of the Department. Throughout the year we have reacted to current issues and taken stands on a wide variety of topics. We tried to communicate our positions to those in positions of influence.

Our Board has opposed the Workfare program on the basis of its motivation being punitive, its mechanisms unclear, and its administration cumbersome for questionable results. We have consistently opposed any attempt to link the abortion issues to the budget. Any decision on abortion must be a consistent one for all members of our society. We observed and studied the Assistance Payment problem but were unable to find a clear path. Clearly we saw abuse but a solution was not as clear. We could not agree to drop the program. We hoped for a compromise to deal both with the abuses and still provide the needed assistance.

We, along with the rest of the Commonwealth have been deeply concerned with Protective Services. We have expressed reservations about the new model and will continue to watch carefully. One major concern is the regional location of staff and the ability of workers to work with the great distances often involved, particularly in our region.

Our Board has supported Harbinger House in Framingham. The need for the service is great. We have urged flexibility in contracting to allow emergency use of beds which are not in use.

Foster Care is an area of concern for our Board. We have watched the case review system. We have reviewed resources used by foster homes and requested more money for adequate resources. We also hope to see a regional effort in publicity for recruitment of new foster homes.

In 1978-79 we look forward to strengthening the Board with new members and the starting of projects now that we have a beginning understanding of the Department of Public Welfare and the Advisory Boards.

Respectfully submitted,

John B. Pearson  
Chairman

ANNUAL REPORT OF THE GARDNER C.S.A. ADVISORY BOARD

The Gardner Community Service Area Welfare Advisory Board, which was established in 1976, has completed its second year of operation. With the exception of the core community of Gardner, the board's membership is broadly representative of eleven other largely semi-rural communities, which include Ashburnham, Barre, Hardwick, Hubbardston, New Braintree, Oakham, Princeton, Rutland, Templeton, Westminster, and Winchendon.

During the past year, a total of ten monthly board meetings were held, and attendance at the monthly meetings showed a marked improvement over the previous year. The board is grateful to Mt. Wachusett Community College for allowing the board the use of a spacious, attractive, and comfortably furnished conference room for the board's monthly business meeting.

The myriad of department programs and activities, the complexity of regulations governing administration, and the need to interface with other social service agencies and program activities providing services to a common clientele prompted the board to make extensive use of well-informed department program managers and specialists and representatives and advocates of other social service agencies as guests and speakers at the monthly meetings, which was found to be useful for purposes of gaining insight and knowledge as well as providing focus and direction for board involvement.

The board concerned itself with a number of important issues of local, region, state, and national significance, including, but not limited to:

- Board advocacy of a consolidation of all area offices into a single unit in order to achieve the benefits of economy and efficiency of administration and to enhance worker ability to respond to client need promptly and effectively.
- Board advocacy of an increase in professional and clerical staffing in order to enhance worker effectiveness and morale, both of which have been adversely affected as the result of excessively large caseloads requiring workers to perform under the pressure of deadlines and unrealistic time constraints.
- Board support of an increase in the day care rate and support of Montachusett Head Start Committee's absorption of day care service formerly provided by the Gardner Community Day Care Center whose financial problems and eventual dissolution threatened the area with the loss of a child care center.
- Board advocacy of the lifting of the freeze on group care facility referrals during the department's Group Care Unit budget crunch in the fall of 1977. Board action in support of the lifting of the freeze was prompted following a discussion of the freeze's impact by Nancy Anderson, president of the Protestant Youth Center.
- Board's general dissatisfaction with Governor Dukakis' Workfare (Work Experience) Program, whose implementation in truncated form following successful court challenges, is something of a flop.

GARDNER BOARD cont.

- Board advocacy of a regional transportation system, which has resulted in the formation of the Montachusett Regional Authority, which addresses a major board concern shared by the Area Service Planning Team as well as other social service agencies.

- Board support of national welfare reform and a comprehensive national health insurance program.

The board welcomes the addition of a CETA data information specialist (DIS) to the position of advisory board liaison. The new staff position is very much appreciated and is viewed by the board and the director as a tangible expression of the department's executive office's commitment to the concept and success of citizen participation through local advisory boards. It is hoped that the DIS position will become a department-funded position following termination of CETA sponsorship, which will permit the present CETA worker to continue to function in the role of advisory board liaison as a full-time staff worker.

The board looks to the future with confidence that long-standing problems, such as consolidation of area offices and adequate staffing will be addressed and successfully resolved. The board will continue its advocacy of national welfare reform and universal health care coverage.

New challenges, such as that posed by the creation of the new department of social services, separate and apart from welfare, its impact on the welfare department in general and the local area office in particular will be thoroughly scrutinized and is expected to generate considerable controversy.

Respectfully submitted,

Rita Bourgeois  
Chairperson

ANNUAL REPORT OF THE HANCOCK STREET C.S.A. ADVISORY BOARD

The Hancock Street Advisory Board held its first meeting on May 24, 1977. The Hancock Street CSA covers all of South Boston and much of North Dorchester. Offices covered are: Hancock Street, Columbia Point, D Street, and West Howell Street.

The Board started with twenty-three members but decreased to fifteen due to resignations, movings, etc. A membership committee was created with a mandate to aggressively seek out replacements.

Election of officers resulted in the selection of: Rev. Henry Fizer, Chairperson; Geraldine Dunne, Vice-Chairperson and Sister Marie Gervasi, Secretary-Treasurer. By-laws were approved by the membership.

The need for additional membership continued to be an on-going concern for the Board. Prospective new projects and activities for the Board depended to a large extent in developing additional and active membership. Two meetings were postponed due to serious snow storms. We were faced with the resignation of the Chairperson who was replaced, according to the by-laws by Geraldine Dunne, Vice-Chairperson.

One project undertaken was to voice objections to the proposed abolition of rent control in Boston. Letters of protest were sent to the Mayor and the City Council.

Michael Early participated in several meetings in regard to Title XX budget survey. Recommendations were made by the Board, and later Mr. Early returned to show how our recommendations compared with those made by other Boards. The findings were helpful in developing the Title XX budget for 1980.

A subcommittee, chaired by John Bartholemew looked into the needs of the community and made recommendations to the full Board.

Surveys were sent to members asking them what they would like discussed at meetings. Future speakers and what time of the month and day of the week would be the most convenient for meetings were also surveyed. The third Thursday afternoon was selected following review of the survey. Suggestions were solicited for potential community projects.

Directors Report: At each meeting, the Director outlined new policies, laws and procedures that were being proposed. Trends for new welfare directions were reported. The Board's advice was sought regarding the practicability of, and the problems that implementation of new programs would present to both clients and to staff.

Questions from Board members and their comments made it easier for members to become familiar with the problems and the complexities of public agencies. It is felt that these free exchanges will help the Board become even more able and comfortable in challenging and advising public welfare in the overall goal of making welfare more responsive to the needs and concerns of the people of the area.

HANCOCK STREET BOARD cont.

An even more active and productive year is our goal and expectation for 1978-79.

Respectfully submitted,

Geraldine C. Dunne  
Chairperson

ANNUAL REPORT OF THE HAVERHILL C.S.A. ADVISORY BOARD

The Haverhill C.S.A. met from September, 1977 through June, 1978 on the fourth Monday of every month. No meetings were held during February and March due to the fire and destruction of the Haverhill C.S.A. office. Thereafter, meetings were held at 68 Buttonwoods Avenue in Haverhill, the temporary location of the office.

A subcommittee was formed to work with the Haverhill C.S.A. director and the Regional Office to seek out permanent quarters for the office.

Under the chairmanship of Marjorie Goudreault, the Board was actively involved in dealing with budget decisions for the Haverhill/Newburyport Welfare Offices. A budget committee was formed. It began work with the Title XX Survey. Board members participated in completing the Title XX questionnaires. For the upcoming year, the Board hopes to make recommendations for priority programs to the Department.

A committee was formed to help review activities and new projects planned will be a legislative day for January and an area wide Advisory Board conference.

Both the nominating committee and the membership committee were very active in their outreach efforts; one in nominating new officers and the other in seeking and recommending potential new members for the Advisory Board.

To date, the Board's biggest accomplishment in this past year has been its May 19, 1978 Legislator's Day Conference, being the first conference of its kind in the Commonwealth. The project was chosen to develop good working relationships between local state legislators and the Haverhill/Newburyport Welfare Offices acting through its Board.

Local legislators and local, Regional and Central Office Department staff participated in a panel discussion on the area welfare needs.

Following the panel discussion, legislators and Advisory Board members joined a case worker on a home visit to local public welfare recipients. This allowed legislators to see, first hand, how public welfare recipients view the adequacy of the Department's services.

One of the three chief goals of the Board was to make the legislators aware of the concerns of the Department, to gain a greater understanding by the Board of the administrative concerns of the legislators, and finally, through such contact, legislators and Board members would feel comfortable in communicating with each other their concerns and proposals respectively.

Success of the Legislator's Day was due to the thorough planning of the conference and the cooperation of its Board members. In addition, our chief asset was our chairperson's relationship with the local legislators and press previous to the conference.

The Board hopes to have yearly legislative conferences. Currently, it is planning a legislative/advisory board conference for January, 1979.

Recently, in addition to the conference, chairperson Marjorie Goudreault

HAVERHILL BOARD cont.

and Haverhill C.S.A. Director, W. Thomas Wilkins, have met with the Haverhill mayor and other city officials getting their cooperation in the planning and implementation of a Comprehensive 24-hour Emergency Services for the Haverhill/Newburyport area.

The Area Strategy Planning Team sponsored an Emergency Services meeting to organize a task force to assess the needs and resources of the area. Community and agency leaders, concerned citizens and Advisory Board members attended this meeting.

The final meeting of the Board in July concluded with an annual dinner. Many of the Board members attended.

Respectfully submitted,

Marjorie Goudreault  
Chairperson

ANNUAL REPORT OF THE HOLYOKE C.S.A. ADVISORY BOARD

During the past year, the following activities were carried out by the Holyoke Area Welfare Advisory Board:

- Formal election of officers;
- Development and approval of by-laws;
- A random survey of recipients in the Holyoke Area. The survey was done to receive feedback from recipients. How were they treated by staff, were they informed of all available programs. and what did they think of the Welfare Department in general, were some of the questions included in the survey. The survey was a success as far as the response. A larger survey will be done in the future.
- Compiled and published, in conjunction with the Western Massachusetts Welfare Coalition, a handbook on recipient rights and programs. This book covers financial assistance, social services, veteran's services and social security programs.
- In December of 1977, the Office of Finance notified the Board that it, along with the Department of Public Welfare in Holyoke, is the beneficiary of the Arlottie A. Potts Trust Fund. This fund is "to be used for the relief of the poor and needy of Holyoke". A sub-committee has been set-up and guidelines for administering the fund have been formulated. The fund had been a non-interest bearing account. At the request of the Board, it was transferred to an interest bearing account in a local bank. An emergency fund of \$200 has been established.
- Participated in the Title XX survey for the fiscal year 1980 social services budget.
- Participated in the first meeting of a Regional Advisory Board for Western Massachusetts.
- Helped to obtain an additional supervisor for the Chicopee Welfare Office, meeting union regulations.
- Looked into area hospital's compliance with federal Hill-Burton regulations. This was to insure that the methods used to meet these regulations also meet the needs of area low-income people.
- Sent a letter to Senator James Kelley voicing concerns about the creation of a Department of Social Services. The future function of the current advisory board and how the needs of the people would be better met this way than through the existing system were two issues of particular concern to the Board.

Future projects of the Board are: 1) On-going survey of recipients; 2) Protective Services and 3) Movement of the Chicopee Welfare Office to a new location.

Respectfully submitted,

David Wilbur  
Chairman

ANNUAL REPORT OF THE GREATER LAWRENCE C.S.A. ADVISORY BOARD

The Greater Lawrence Welfare Advisory Board represents Lawrence, Methuen, Andover and North Andover in the Merrimack Valley. The Lawrence Board prides itself on proper representation, establishing goals and conducting activities to meet those goals.

STANDARDS/GOALS: 1) Identify and articulate needs of the poor in Greater Lawrence; 2) Work towards a productive end with area Welfare Service Offices; 3) Submit recommendations to the State Board and Commissioner.

ACTIVITIES: 1) Design and assign local committee membership; 2) Adequate representation on committees of the State Advisory Board; 3) Presentations by special guests with expertise in a particular field.

It is felt the Lawrence Board was successful in all its activities this year with the exception of obtaining area representation on the State Advisory Board. The Lawrence Board meets every third Friday of the month at the Lawrence Public Library from 10:00 A.M. till noon. Fall begins our activities and by late June it's time for us all to cool down. The initial meetings are filled with committee assignments, agenda planning and news releases. Lawrence has eight standing committees: Budget Review, SSI and Food Stamps, Recruitment, Social Service, Title XX, Foster Care, Welfare Reform and Administrative.

The Administrative Committee conducted an evaluation of the local CSA.

This evaluation centered around staffing patterns and space. The problem of space was stressed in a letter to the Commissioner resulting in acquisition of additional space at the Regional Office for dead file material. Consequently, the local C.S.A. has expanded its interviewing and waiting areas.

This year, attempts were made to review some of the more complex programs as well. A representative of the area's Pharmaceutical Association addressed our Board. He expounded upon his experience with the Medicaid Billing System. In addition, a representative from Pilgrim Health, the State contracted industry which processes Medicaid claims, was in attendance. Both gentlemen furnished an explicit and at times emotional presentation of their experience with Medicaid. This technique of presentation, not debate, provides an incisive look and extracts a good deal of information for the Board.

SOME RECOMMENDATIONS: 1) Extend ninety day limit on error claims and provide copies to vendor; 2) Expedite payments especially to large vendors, nursing homes, etc. Due to interest rates on borrowed money; 3) Improve and clarify data transmission to Vendors and Pilgrim Health for emergency Medicaid cards. (Authorized purchase, etc.); 4) Plastic I.D. cards for recipients. Initially expensive we realize.

Another area of review entailed area Social Service Providers. At one meeting, the Lawrence Board was informed of Day Care, Latchkey, St. Ann's Home, Foster Care and Childrens Protective Service. Each representative described funding sources, agency affiliations and services offered. The Social Service committee did quite a commendable

GREATER LAWRENCE BOARD cont.

job in gathering all these providers. Many, if not all of the Board members were overwhelmed by the raft of information provided. As many Boards realize, focusing on one aspect of a particular area generates more definitive information and corresponding recommendations.

In a following meeting, the new Protective Service model was discussed by a representative from the Regional Office. Referral procedures, case assignments follow-up methods and staffing patterns were detailed. Staffing patterns and training were noted as areas in which further action was needed.

This year the Board also involved itself in: Welfare Reform, Fiscal Appropriation and Title XX.

Next year: Implementation Food Stamp Reform Measures; WIN Program; Welfare Reform - Tax Credits.

RECOMMENDATIONS: It is well known our advisory responsibility on Welfare matters can range from budget appropriations to Title XX. Often times this wide angle image is blurred and undiscernable unless we focus on the aspect of a given area. Identify, focus and recommend.

Respectfully submitted,

Gil Rappaport  
Chairperson

ANNUAL REPORT OF THE LOWELL C.S.A. ADVISORY BOARD

During the past fiscal year the Lowell Welfare Advisory Board has dealt with the Human Service needs of the community to contribute towards establishing a profound influence for change and problem-solving within the Department of Public Welfare and the Greater Lowell community (encompassing Lowell, Chelmsford, Billerica, Westford, Tewksbury, Tyngsboro, and Dunstable).

Recently, the Lowell Welfare Advisory Board received approval to formulate an information assistance program to assist in correlating, analyzing, interpreting and capsulizing relevant information, issues and legislation from the Department of Public Welfare and other human service area agencies pertaining to the field of public welfare.\*

The Information and Research Division attends meetings, makes reports and oral presentations, and establishes a working relationship with other Human Service Agencies. The Information and Research Division's objectives are to communicate and offer ideas to aid in policy and decision making.

The Lowell Welfare Advisory Board invited guest speakers during the past fiscal year such as: Roanne Cohen, liaison from the Central Office conducted a question and answer session at the November 4, 1977 Board meeting. Susan Sokalner, affiliated with Title XX Social Services reviewed and explained social service expenditures and the budget at the November 4, 1977 meeting. Welfare Commissioner Alexander Sharp attended the January 10, 1978 Board meeting. The Commissioner spoke at length on the Department's objectives and goals for the local advisory boards, and the network they comprise, stressing their role as an extremely valuable source of citizen input and advocacy. Ms. Barbara Elwell of the newly formed Battered Women's Organization described the objectives of their organization at the February 3, 1978 Board meeting. Pam Lynch and Arthur McQuade of the Lowell Welfare Office explained the AFDC and General Relief programs to the Board members at the March 4, 1978 meeting. Mr. William McQueen of the Merrimack Legal Services Department spoke on General Relief Medicaid Recipients being taken into court for unpaid bills and explained the Hill Burton Act at the April 7, 1978 meeting. Ms. Susan DeAngelis of the Title XX Training and Retraining Program enlightened the Board to the Title XX Program, concept, design, and plan at the May 5, 1978 meeting.

The Lowell Welfare Advisory Board is becoming actively involved in the Legislative process in order to make the needs of the Greater Lowell Community more visible to the individuals representing the area.

The Lowell Welfare Advisory Board designated its July 14, 1978 meeting as "Legislator Day". At this conference, the Board and four area legislators discussed pending issues on welfare needs and the ever burdening space problems. Due to the success of this meeting, another "Legislator Day" is scheduled for October 6, 1978.

At this meeting, Board members will present legislators with a list of community problems and concerns.

\*Editor's note: Staff for this program was provided by CETA.

LOWELL BOARD cont.

The Lowell Welfare Advisory Board's Information and Research Division made on-site visitations of local welfare offices and the Lawrence Regional Office. The Division's findings on the following were presented to Board members: consolidation, equipment shortages, fire hazards, existing physical plant structures, case loads of social workers, morale, space inadequacies, transportation of clientele, privacy of recipients, and error rate.

The Lowell Welfare Advisory Board's Information and Research Division is currently undertaking a survey on the community relations aspect of human service agencies. The Information and Research Division is also in the process of soliciting seven new Board members. The Team formulated an introductory letter for new Board members emphasizing the time and dedication expected of new members.

The Lowell Welfare Advisory Board's Information and Research Division completed a survey on local ambulance costs and is undertaking a survey on emergency shelter housing for fire victims on a local and statewide level.

The Lowell Welfare Advisory Board's Information and Research Division has attended seventy meetings during its first five months.

The Lowell Welfare Advisory Board supported the Humphrey-Hawkins Bill, the CETA reauthorization bill, and the Roxbury Crossing's position on Monthly Income Reporting; opposed public funding for abortions to the Medicaid account; supported an increase on the ceiling on Title XX Social Service Programs agreed with the National Governor's Association in a call for a change in the limits set in 1972; supported the Department of Public Welfare's budget hearings to insure that gains in the Senate Ways and Means version were not erased in the Senate floor; and opposed the creation of a separate Department of Social Services.

The Lowell Welfare Advisory Board's major priority on Title XX Planning is the Prevention for Families Program and the Board recommended that this type of survey be initiated before presentation to Community Advisory Councils.

Respectfully submitted,

Rev. Daniel E. Crahen  
Chairperson (1978)

ANNUAL REPORT OF THE NEW BEDFORD C.S.A. ADVISORY BOARD

The year of July 1977 - July 1978 was a very constructive period for the New Bedford Board. Throughout the last twelve months, the Board members, all of whom are from varied backgrounds, worked closely in order to challenge the many issues that this last year brought.

The major issue on which the members worked was Protective Services. The C.S.A. Social Services Supervisor early in May of 1977 informed the Board about the problems in the Protective Services Model. Subsequent meetings were spent studying the Model, seeing child abuse movies, and interviewing people from the Regional Protective Service Unit. In October, the Board reported on their findings and gave recommendations on changes to improve the new Model. This report was given to the State Board and then all local boards were asked for their input. This was the first issue which elicited a statewide response from local boards. Mrs. Barbara Harrell, the State Board Social Services Chairperson, did a great job of then collecting the responses and formulating a State Report. The New Bedford Board still realizes that Protective Services is not a solved issue and therefore is continuing to watch the progress of the new Model in practice.

A second role, that of informing local legislators concerning welfare issues, has become an important job. The Board will appoint a legislative chairperson, in the near future, to write letters to the legislators that will point out the facts concerning issues relating to the local citizens. In the past year, letters concerning Protective Services, the budget, abortion, the Social Services Reorganization, and the size of the State Board were sent to all local legislators. Of the eight to ten legislators of our area, about 85% responded to each letter.

Board members have taken an active role in our Regional Advisory Board. The first task of that Regional Committee was to do a Medical Assistance Provider Survey. Early in June, our local Board received a CETA employee to be its Community Liaison. This person, Mrs. Sheila Lopes, did most of the work on the M.A. Provider survey. She formed a steering committee, who developed a questionnaire and then Mrs. Lopes distributed the questionnaires and later formulated a report. This report was well done and is being presented to Mr. Bloomsburgh by a Regional Board representative in September.

A few other areas the Board has delved into has been to develop an orientation for its new members, board members testified at the EOHS Hearings, one members has been appointed to the State Board and one member has been appointed to the OFC contract review committee. Through the efforts of one board member, recipients, who were not being allowed to use vouchers on buses, are now back to riding the bus to Boston. Another board member lobbied to get the Medical I.D. Cards printed on paper that wouldn't allow the number to be smudged. These are all instances of local citizens helping to make a big system work more efficiently.

Before ending, it should be mentioned that the Board's activities have greatly broadened since the addition of the Liaison person. She is now interviewing foster parents, meeting with other community action

NEW BEDFORD BOARD cont.

groups to let them know of the Board's purpose, keeping up correspondence and trying to identify new local issues for the Board to tackle. We would like to publicly thank CETA for their contribution in helping the Board accomplish its goals.

Respectfully submitted,

Fran Gellman  
Chairperson

ANNUAL REPORT OF THE ROXBURY CROSSING C.S.A. ADVISORY BOARD

BACKGROUND: The Roxbury Crossing C.S.A. Welfare Advisory Board was established in 1974 under former Commissioner Steven Minter. The Board acts as advisor to the Director of the Roxbury Crossing C.S.A. by representing the interests of the communities within the service area. This area includes six communities within the City of Boston: Allston, Brighton, Jamaica Plain, Mission Hill, Fenway and North Roxbury. The Office has a caseload of more than 16,000 Food Stamp and welfare recipients which represents the second largest caseload in the Commonwealth. The service area has a diverse population made up of large pockets of elderly, students, transients, low and middle income families, single professionals, white, blacks, some Chinese and an ever growing Hispanic community. It includes seven public housing projects some of which stand in the shadow of some of the richest cultural, educational and medical institutions in Massachusetts.

MEMBERSHIP: The officers for FY 1977-78 were: John Kenney, Chairman and employee of the Massachusetts Bay Transit Authority (MBTA) and president of the Hennigan Community School council; Lucien Wulsin, Vice-Chairman and senior attorney with Greater Boston Legal Services; Virginia Newhall, Assistant Secretary, SSI Recipient and volunteer with Retired Senior Volunteer Project (RSVP); Guy Monestime, Treasurer and social worker for the Brookside Family Life Center. In addition the Board was represented on the Committee on Local Boards of the State Board by Leona Williams, supervisor of social services for the Roxbury/North Dorchester APAC; on the Budget Committee of the State Board by Bruce Mohl, Managing Attorney for the Brighton Greater Boston Legal Services Office; and on the Boston Regional Title XX Advisory Committee by Stella Doukas, Director of the Services to Older Persons Program for Family Services Association.

The diversity of the service area is reflected in the membership of the Board which consists of almost fifty percent minorities with representatives from hospitals, health centers, college alcoholism programs, the business community, social service agencies, elderly programs, the legal profession, poverty programs, recipient categories of SSI, AFDC and Medicaid, labor unions, community boards and interested citizens in the service area. In addition to participating on the Advisory Board, most of the members are also active in such civic and community endeavors as mental health and drug boards, Chamber of Commerce, Council for Children, neighborhood health center boards, civic associations, elderly task forces, senior citizen groups, the Garden Society, community newspapers, neighborhood associations, the Knights of Columbus, professional organizations, community college boards, poverty agency boards, and many others.

Members were recruited to the Board through a variety of community outreach efforts and by personal contact. Flyers and press releases announcing Board vacancies and describing Board responsibilities were developed as needed by the Nominating Committee and distributed throughout the service area at public meetings, through the Board's community mailing list, and through the local media.

ACTIVITIES: The Roxbury Crossing Advisory Board has been involved in a variety of activities in the past year. They include: 1) Compiling

ROXBURY CROSSING BOARD cont.

and publicizing resources for low-income families - About three weeks prior to Christmas, the Community Education and Information Committee of the Board chaired by Sally Dean, prepared a two page Christmas 1977 Bulletin on yellow stock and decorated with pen and ink Christmas designs. The Bulletin listed a large number of free Christmas and holiday events for families and children which were taking place in and around the service area. It also listed all the second-hand stores and inexpensive department stores which were located throughout the service area. The Bulletin was mailed to the Board's community mailing list of approximately two hundred, copies were made available in the lobby for recipients and were distributed to all the social workers to give to their clients. Long after Christmas passed, our staff assistant kept receiving requests from the IRF staff for the Bulletin because the listing of thrift stores had proven invaluable for recipients who no longer were able to obtain furniture from the Department. When clients came to the office in need of furniture, the IRF workers would urge them to explore the thrift stores listed in the Bulletin for second-hand furniture. 2) Recruiting Spanish-speaking staff - In June 1977, the Roxbury Crossing Office had a caseload of well over two thousand Spanish-speaking clients and only one social worker fluent in Spanish (see page 39 of the Board's Annual Report for 1977). In an attempt to alleviate this situation, the Spanish Recruitment Committee of the Board, chaired by Hector Ruiz, met with members of the Hispanic community and with the Spanish Unit at Central Office. After some exploration, they succeeded in recruiting two Spanish-speaking persons who subsequently took the Spanish proficiency exam given by the Department. After numerous followup calls between the Committee, the Spanish Unit and Regional Office, the two persons recruited by the Committee were eventually hired by the Department and went to work at Roxbury Crossing. To date there are four Spanish-speaking social workers at Roxbury Crossing with caseload still at over two thousand Spanish-speaking clients. The Committee recently recruited two more Spanish-speaking persons. They were referred to the Spanish Unit to take the proficiency exam and are now waiting to be hired at Roxbury Crossing. 3) Testifying at Public Hearings - On September 28, 1977, the Board testified at the EOHS Budget Public Hearing held at the State House (see quotations from testimony in September 29, 1977 issue of the Boston Globe). The major concern expressed in the testimony was the cutoff in November 1975 of more than ten thousand so-called "employable" General Relief recipients between the ages of eighteen and sixty-four. The Advisory Board was especially concerned with this issue because of the hardship being caused to unemployed individuals who were being turned away from welfare offices across the state, especially those in their late fifties, early sixties, "not sick enough to be labelled unemployable, but just sick enough not to be able to readily find work". 4) Opposing Monthly Income Reporting (MIR), (possibly the most significant project which the Board has had to undertake since its inception in 1974) - In March and then in April of 1978, Commissioner Sharp and Assistant Commissioner Abramowitz, tried unsuccessfully to "persuade" the Advisory Board that MIR, an HEW inspired concept, which the governor wanted for Massachusetts, was a good, feasible, sensible, cost-effective and humane idea. And to test this, the Department selected two C.S.A. welfare offices in Boston (Adams Street and Roxbury Crossing). However, upon close examination of test

ROXBURY CROSSING BOARD cont.

results in Colorado as well as first hand reports, the Board believed that MIR would be neither cost-effective nor humane but would instead penalize the least sophisticated and most vulnerable of recipients in Massachusetts.

Maybe MIR would work in areas where recipients were better educated, where all recipients were English-speaking, where mailboxes were not vandalized on a regular basis and where it was not necessary for the mailman to blow a whistle when delivering a check to make sure that the recipient received it. But, in urban area like Boston, MIR would be especially disastrous since a portion of its workability hinges on the efficacy of the mail delivery system. MIR would demand that recipients fill out a lengthy and complicated form (in Colorado, it was eight pages) each month, return it within a few days, and if not, be cut off from welfare.

Nonetheless, despite telephone calls by the Board to the Colorado welfare department and the Colorado Legal Services to obtain information; despite detailed position statements which were prepared and delivered on behalf of the Board to the State Board on March 30; despite media coverage generated by the Board (see April 3, 1978 issue of Boston Globe, April 28, 1978 issue of Boston Ledger, May 13, 1978, May 20, 1978 and June 10, 1978 issues of Real Paper, April 24, 1978 issue of Beacon Hill Update, May 4, 1978 issue of Allston/Brighton Citizen Item, June issue of Fenway News and summer issue of Mission Hill Good News), and despite detailed and lengthy letters to HEW, no significant changes in the MIR proposal have yet been effected by HEW or the Department.

The MIR Committee of the Board, Co-chaired by Lucien Wulsin and Edward Humberger also contacted concerned legislators to express their viewpoint. A rider was attached and ultimately passed in the FY 1979 state budget (see Section 54G) which reads: "The Department of Public Welfare may proceed with planning for a system of monthly income reporting, but may not implement such a system without statutory authorization."

Finally, in mid summer, after many meetings, discussions, letters, reports, press releases, the passage of the rider, etc. and despite the strong objections of the Roxbury Crossing Board and the "severe reservations" of the Adams Street Board, HEW awarded the Department an MIR planning grant for approximately two hundred twenty five thousand dollars AND NONE OF THE OBJECTIONS RAISED BY THE BOARD WAS INCLUDED AS CONDITIONS IN AWARDING OF THE GRANT...and so much for citizen participation.

5) Obtaining clock for welfare office - For three years the clock in the main lobby at the Roxbury Crossing Office had been stopped at 7:35 and all attempts to fix it had been in vain much to the frustration of staff and clients alike. As a result of a meeting between the chairman of the Board and the union representatives for the building (to discuss building conditions), the Chairman later met with the Business Agent for the Department. During the course of the conversation concerning the deplorable building conditions at Roxbury Crossing, the clock was brought up as another sore point. Since the Agent was unable to make promises to remedy the condition of the building, he promised to replace

ROXBURY CROSSING BOARD cont.

the clock. Two weeks later the clock was delivered and hung in the lobby. Today, clients and staff know the right time but the office is still in desperate need of repairs. 6) Getting the welfare office tested for lead paint - After inquiring of the Director whether the welfare office had ever been tested for lead paint and being told "no", several calls were made to the City of Boston Lead Paint site. After about two months of follow-up calls, the building was tested for lead paint and the report indicated that there was lead paint in the public areas of the welfare office. The Board plans to follow-up on the report. 7) Obtaining secondhand furniture for the welfare office - As a result of a contact established by one of the members of the Advisory Board, the Board was able to obtain from an institution in the community, 16 chrome and vinyl chairs and 12 cabinets for the welfare office as well as more than 30 secondhand beds for the Temporary Shelter in Boston. The furniture was obtained as a result of the director's asking the Board if they would try to help her to convert a small portion of a large room on the top floor of the welfare office into a small lounge for the staff because the staff at Roxbury Crossing have neither a staff room, nor a cafeteria, nor a lounge and are forced to eat lunch at their desks. As a result of the Chairperson's earlier conversation with the Business Agent for the Department, the Board learned that materials could be obtained to section off the room but the Department did not have any carpenters to do the work. 8) Temporary Medicaid card issue - As a result of several complaints from the community that druggists were not honoring temporary Medicaid cards, a Medical Services Committee of the Board was formed with Edward Humberger as Chairman. The Committee first researched the statutory and regulatory provisions regarding Medicaid eligibility. Mr. Humberger then contacted the Massachusetts Pharmaceutical Association and learned that the reason that druggists statewide were not honoring the temporary Medicaid card was because they were not being reimbursed by the Department for services rendered on the temporary card. Calls were then made to several Boards across the state to determine if the problem was statewide. In addition, the Committee developed a documentation form for collecting data about clients who were refused medications on the temporary card. When sufficient documentation had been gathered with the help of members of the Board, a meeting was arranged with the Commissioner, representatives from the Massachusetts Pharmaceutical Association, the Massachusetts League of Community Health Centers, the Lowell and Springfield Advisory Boards and the Medical Services Committee of our Board. During the course of the meeting, the Commissioner agreed to try to rectify both the problem with welfare staff not issuing temporary Medicaid cards and the problem of reimbursement for services rendered by the temporary Medicaid card.

Approximately four months have passed since the meeting took place and the Committee now plans to monitor the efficacy of the temporary Medicaid card to determine if the problems have been resolved. Board members have been asked to inquire in their communities and in their agencies. Preliminary questioning at the last Board meeting seemed to indicate that the problem still existed.

9) Educating the community - The Board has a community mailing list numbering close to two-hundred which is constantly updated. It includes almost every Little City Hall, APAC Office, BHA Office, Daycare Center,

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Health Center, mental health programs, VNA offices, tenant offices, Headstart Programs, and community center in the Roxbury Crossing service area. In addition, a number of community groups, chairpersons of local boards, community leaders and interested citizens are included. Notices of the monthly Board meeting, agendas, informational flyers, memos about welfare and welfare-related issues and community resources are distributed via this mechanism to the communities within the service area.

Changes which have occurred in welfare policy, procedure and programs during the preceding month(s) are summarized on a regular basis and distributed in memo form along with the notice of the monthly Board meeting. Service agencies and groups who receive this information are urged to pass it on to their staff and to advise their welfare clients/patients accordingly. The Board's staff assistant regularly receives requests from the community to be placed on the Board's mailing list.

In October of 1977 at the Annual Health Fair in the Fenway, a representative from the Advisory Board shared a booth with the Project Good Health worker from the welfare office. Informational material on the Board and its activities, especially designed for the Fenway community, was disseminated to those attending the Fair.

10) Searching for a Director - In mid June, the Search Committee of the Board, chaired by Guy Monestime, concluded a five month selection process for a director for the Roxbury Crossing Office. More than fifty resumes were received by the Committee. After much deliberation and consultation with the Regional Manager, Austin O'Malley, the three finalists were submitted to the Regional Office, and the person who had been the Acting Director at Roxbury Crossing for more than one year, Elizabeth Dowd, was selected.

Following the official appointment of Mrs. Dowd by the Commissioner, the Board prepared a public notice and press release on Mrs. Dowd's appointment as director and the role which the Board had played in the selection process. The public notice was sent out via the Board's community mailing list and the press notices appeared in the Boston Ledger, the Allston/Brighton Citizen Item and the Jamaica Plain Citizen.

11) Cross-representation on human service citizen boards - In an effort to increase interchange between the welfare advisory board and the local Council for Children, the Advisory Board appointed a representative to sit on the local Council for Children and the Council appointed a representative to sit on the Welfare Advisory Board. It is hoped that through this mechanism, there will be an increase in information flow between the two groups and a sharing of support around issues of mutual concern.

12) MBTA passes for AFDC recipients - The Transportation Services Committee of the Board chaired by Kathleen C. Neumeyer, sent a letter to the Department and to the MBTA to gather information about the feasibility of enabling AFDC recipients to purchase MBTA passes. The Committee believed that access to reduced fare MBTA passes would increase the mobility of AFDC families so that they would not be confined to local stores for their purchases of food and clothing, so that they could more readily attend educational facilities, or take themselves or their children to medical/dental appointments, etc. Committee plans to follow-up on the

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information which it has received to date from the Department and the MBTA. 13) Providing input into the welfare split - Although the Board has not had the opportunity to fully study the new legislation passed in the last legislative session which splits the Department of Public Welfare and sets up a new Department of Social Services out of the present Office of Social Services in the Department, it has indicated a concern with the question of access (see similar questions raised on page 35 of the Board's 1977 Annual Report). The questions raised include: 1) How accessible will social services be in the new Department for the 123,000 plus AFDC families in Massachusetts? 2) How will the issue of preventive services be addressed? 3) What will be the relationship between the welfare boards and the new agency? Board to follow-up. 14) Advising SSI recipients about transportation discounts - Another project undertaken by the Transportation Services Committee is to work with the Department to design a mechanism for systematically advising SSI recipients of the substantial discounts available to them on public transportation. At present no mechanism exists for doing this. The Committee believes that this could be readily accomplished by designing an insert that could be sent out on a regular basis with the SSI check. Committee to follow-up on Department's response to their initial inquiry. 15) Educating the Board - In the Board's effort to educate itself about current and upcoming issues in the state and the nation, presentations were made to the Board on: a) National Welfare Reform by Assistant Commissioner for Research and Planning, Martin Abramowitz; b) EOHS Area Strategy Planning Team process by Shoshana Pakciarz, Boston Regional Coordinator, Office for Children and c) Changes in Food Stamp legislation by Paul Provencher, Assistant Director, Assistance Payments, Central Office, DPW.

In addition a Board Training Session was held in September 1977 and a general invitation was extended via the Board's community mailing list. About forty agencies sent representatives. Over one hour of the Session was devoted to an overview of the Department's organizational structure and programs and was conducted by our staff assistant. The second hour was devoted to the citizen participation component in welfare and was conducted by Margot Lindsay from the University of Massachusetts' Institute for Governmental Studies.

Further, an all-day Workshop was held by the Board on April 8, 1978 for the purpose of establishing goals and objectives for the Board and translating them into a viable Work Plan.

16) Providing input for Title XX Questionnaire - An Ad Hoc Committee was convened by the Board's Title XX representative, Stella Doukas, to respond to the Title XX Questionnaire sent to the Board from the Title XX Unit at Central Office. Input was solicited from the entire Board by mail, compiled by the Committee and then submitted to the Board for approval. Questions have been raised by the Board's Title XX representative as to the commitment which the Department has shown the Title XX Advisory Committees.

SUMMARY

The Board has noted a marked improvement over the past three years in

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terms of the amount of information being disseminated to the local boards, the amount of input being requested of the local boards by the Commissioner and the State Board, the addition of the Community Liaison staff person at Central Office as a resource for all the Boards, the development of an access procedure for local boards to air their concerns at the state level, the designation of members on the State Board to act as regional contacts for local Boards, the mailing of State Board minutes, notices, etc. to local Boards, the development of The Advisor, etc. From our perspective, this trend bodes well for the growing emergence of well-informed citizen Boards throughout the state.

However, there is one area that, although understandable in terms of the critical staffing shortage in the Department, needs tremendous improvement - that is, in the provision of staff and technical assistance to local boards. It is our understanding that many Boards do not have staff assigned to them. Although we are fortunate to have a part-time person, it is not clear to us why the Department does not understand that citizens have other full time responsibilities and cannot conceivably function effectively without sufficient staff. Our Board is a case in point. We have been trying for a long time to obtain clerical support for our staff assistant in order to free her from clerical duties so that she can do additional training, information-sharing, coordinating, facilitating, research, preparing of materials, etc.

In order to effectively provide credible input and to translate that input into action when necessary, a Board must be well-informed about the issues and about the most effective mechanisms for translating those issues into action. Considering the magnitude of the programs which welfare now delivers, i.e. Medicaid, Food Stamps, AFDC, etc., such a task takes a full time staff person. The better staffed a Board, the more mileage the Department can expect from it. And when the effects of Proposition 13 and the recent election begin to be felt in Massachusetts, the Department is going to need every ounce of citizen support it can muster, especially from the conservative elements of the community.

Therefore, the Department should not sell its citizen boards, the taxpayers, and thereby itself short by depriving them of staff and technical assistance. When you deprive the Boards, you deprive the recipients and taxpayers whom we are mandated to represent.

In order to adequately and effectively monitor welfare services for the benefit of both the taxpayer and the recipient, citizen boards must be well-informed and well-trained. That takes competent staff assistance. The credibility of the local boards in their communities should rise in direct proportion to the quality and quantity of staff allocated to it. And, when the time comes for the Department to request and receive the support of the taxpayers, our credibility in our community, and with our legislators, will tell.

In closing the Board looks forward to the continued support from the Boston Regional Manager, Austin O'Malley, the continued dedication and concern for clients from the Director of the Roxbury Crossing Office, Elizabeth Dowd, and the continued commitment from our staff assistant, Helen Cox.

Respectfully submitted,  
John J. Kenney  
Chairperson

WAKEFIELD BOARD cont.

detail its priorities to assist welfare recipients, i.e. training, apprenticeship, jobs. An informative membership application/pamphlet will be printed to be distributed throughout the five-community area.

At its May meeting, the Board met with Susan DeAngelis, DPW Central Office for Social Services, to discuss the Title XX planning questionnaire. In all but two categories (CHINS, and Children in Need of Care - which the Board reversed in priorities), our Board was in consensus with the DPW's FY 1979 ranking of priorities of monies to be spent.

At its June meeting, the Board discussed the service ranking of our Area Human Services Planning Team, and the proposed creation of a Department of Social Services.

At its July meeting, the Board's guest was Dee Grant of the Wakefield Office who outlined her work as supervisor of social services. Board member John Agnew summarized CETA activity within the Medford Consortium, and urged our proposal to CETA for a work force for our welfare C.S.A., to which the Board unanimously voted its approval. Additionally, he indicated he would send letters to area day care centers for their proposals to DPW for child care, thus providing additional centers for children so more parents may be able to gain employment.

At its August meeting, the Board was notified that the proposal to CETA for a work force had been "pulled" pending the proposed changes within the Department of Public Welfare. The Board's need for a liaison worker with our Board was re-emphasized.

Respectfully submitted,

Elizabeth Kitchenman  
Chairman



ANNUAL REPORT OF THE SOUTHBRIDGE C.S.A. ADVISORY BOARD

Atty. Herve Giard replaced Albert DiGregorio as Chairperson. Other officers remained the same.

MEMBERSHIP. Membership was kept at a twenty-five to thirty level. The main difficulty has been recruiting welfare recipients who seem reluctant to serve.

MONITORING. The Monitoring Committee was fairly dormant during the year. They felt they did not have sufficient direction from the State Board. They were supposed to receive some sort of written help in June, but since our Board doesn't meet in the summer, we don't yet know if this happened.

PROGRAM. The Board heard a variety of speakers from such agencies as Tri-Link and the Lead Poisoning Program. We also heard from a member of the Social Services Department of the local Welfare Office on the duties and problems of this department. Morgan Foley, Assistant Regional Manager spoke to us about personnel problems due to poor Civil Service practices and laws, and CETA workers whose term is limited to one year.

STATE BOARD. Lawrence Miskell, a new member, offered to attend the monthly meetings of the State Board. He was later made a member. This has been extremely helpful to us. Mr. Miskell gives extensive reports to the Board on the meetings he attends (all of them!).

QUESTIONNAIRE ON TITLE XX. George McLaughlin and Roy Gedat, both from Central Office, attended the meeting at which we discussed and arrived at conclusions on the Title XX survey. Members of the local office were especially helpful with their background information.

NEW APPOINTMENTS. Richard Genereux was named Budget Chairperson to review the DPW 1980 Budget proposal, and Jane Bergman was named Legislative Chairperson. Dr. Thomas Boccia was appointed Committee Coordinator. The appointments were made rather late in the year, and we're hoping they'll bear fruit in the coming season.

MEMBERSHIP ORIENTATION MEETING. Due to new replacements for retiring or resigning members, an orientation meeting was held in March, conducted by Fr. William Cormier. We plan this to be an annual affair as it was very helpful in bringing new members up-to-date on the happenings of the past year and a half. The Board wishes to thank Emery de Longchamps, Assistant Director of the local Welfare Office for his invaluable assistance during the long illness of the director.

Respectfully submitted,

Jane Bergman  
Secretary

Herve Giard  
Chairperson

ANNUAL REPORT OF THE WAKEFIELD C.S.A. ADVISORY BOARD

The Wakefield C.S.A. Advisory Board held twelve monthly meetings during the past year, with the following presiding officers: Elizabeth Kitchenman, Chairperson; Helen Walker, Vice-Chairperson; Joyce Singleton, Recording Secretary; Loretta O'Brien, Press Secretary; Helen Walker, Representative to the State Advisory Board, and Barbara Bell, Alternate.

At its September meeting, 1977, the Board invited Richard Anderson from the Executive Office of Economic Affairs to explain facets of the state-proposed Workfare program, to which our Board had indicated previous dissatisfaction. Also guests at this meeting were Susan Sokalner to discuss budget survey results, and Roanne Cohen.

At its October meeting, the Board held its election to membership for the term expiring in 1980, was kept abreast of the Workfare status; changes proposed in the Food Stamp Program; Social Services for the elderly; and Protective Services for Children.

At its November meeting, the Board stressed the need for additional membership and representation; indicated its strong desire to conduct a survey within its five-community area; pursued the question of eligibility for washing machines for welfare families with a letter to the State Advisory Board regarding the criteria, requesting direction and amplification regarding the unflexible regulations, not taking into account the ages and health of children, distance from laundromat facilities, public transportation, etc. to which the Board has not yet (August, 1978) received a satisfactory response; and made application to CETA for a liaison worker with our Board.

At its December meeting, the Board was informed of Mrs. Kitchenman's letter to the State Advisory Board regarding the space deficiency of the Wakefield Office, its need of additional machines, and their combined effect on the delivery of services.

At its January meeting, the Board was informed of the vastly reduced Workfare program; and has not to date (August, 1978) received response to its CETA application for a liaison worker.

At its February meeting, the Board continued its earnest membership drive; formed a survey/questionnaire committee; and directed its representative to the State Board to pursue the questions of reimbursement of transportation and babysitting expense for Board representatives, the washing machine eligibility criteria, the possibility of an outreach worker to ease the difficulties of a Welfare Office serving more than one community.

At its March meeting, the Board was informed of State Board discussion of the above topics, including the probability of an outreach worker for the Stoneham and North Reading communities; learned that funds are lacking for a survey. The Board voted to request the State Advisory Board to direct the State Clearing House to send reviews relative to Human Services to all Welfare C.S.A. Advisory Boards.

At its April meeting, the Board re-emphasized its need for a CETA worker to assist in survey work, resources. It also discussed in



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